



TOOLKIT

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POLICY ANALYSIS AND ENGAGEMENT TOOLKIT

**A guide for Pacific
Non-government Organizations
in the Fisheries Sector**

Written by

Mata'afa Desmond U. Amosa (Ph.D)

About the Author

The author has taught, researched and published extensively on the subjects of public policy analysis and public sector management while working as a senior lecturer for the School of Management and Public Administration at the University of the South Pacific. He later served at the National University of Samoa as the Dean for the Faculty of Business and Entrepreneurship before joining the Pacific Islands Centre of Public Administration (PICPA) as a regional adviser for capacity development and training. During his time at PICPA, the author has conducted numerous workshops for senior public officials in the Pacific on public policy analysis; public policy implementation and evaluation; administrative ethics; and public sector management and governance.

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For further information please contact:

WWF-Pacific – Sustainable Fisheries and Seafood Programme
4 Ma'afu Street Tel: +679 3315533 Fax: +679 3315410

Cover picture

Dense school of brown striped snapper (*Xenocys jessiae*), Galapagos Islands, Ecuador.



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Fishermen return from sea with an 80kg yellowfin tuna. Effective and responsible management is vital for the long-term food, economic and social security of thousands of people in the Pacific Islands region.

1. BACKGROUND

One of the major sources of livelihood in the communities of the Pacific Island Countries (PICs) is the fisheries sector. The total fishery and aquaculture production of the zones of 22 PICs and territories in 2014 was estimated at two million metric tonnes, worth about US\$3.2 billion. The fisheries sector is without doubt critical to national and regional development and in particular the sustaining of livelihoods, safeguarding food security and reduction of poverty amongst Pacific Islanders.

However, there are many examples in the past of exploitation and mismanagement of the fisheries sector by various actors. As a result, damaging social-ills related to fisheries are emerging in the Pacific and hence the need to be addressed through effective public policy that embrace partnerships between government agencies and non-government organizations (NGOs) operating in the same space.

NGOs have multiple functions and focus areas and are widely spread across the region. They therefore have the potential to address the many challenges and policy issues currently facing the fisheries sector as well as other issues like gender equality, observer safety, protection of workers involved in fishing, human rights, fisheries management, conservation, climate change, food security and overall governance at all levels, from the national to the regional and beyond.

In essence, NGOs have the potential to support officials in national and regional agencies to identify and critically examine key issues and problems in the fisheries sector that are facing Pacific Islanders on the ground. NGOs are also in a good position to explore opportunities for collaborative actions with regional and national government officials.

Over the years, NGOs have traditionally played a 'watchdog role' by actively voicing the views of communities they represent when engaging with responsible national and regional officials in various forums. However, in order for NGOs representatives to effectively engage and influence national and regional fisheries policy dialogue, they need to be proficient in policy analysis.

¹2016, Gillett, R. D. Fisheries in the Economies of Pacific Island Countries and Territories.



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Tuna fisheries are a shared resource and managed under several multilateral treaties whose membership includes small coastal states and distant water fishing nations.

2. PURPOSE OF TOOLKIT

This toolkit aims at strengthening the capacity of members of non-government organisations (NGOs) to effectively contribute to both national and regional policy development processes and dialogues for effective formulation and implementation of public policy in the fisheries sector. It provides a structured approach to evaluating fisheries and fisheries-impacted policies and developing policy position submissions. Although intended for use by NGOs working on issues in the fisheries sector, this toolkit can also be used to support policy analysis on a variety of topics particularly those emerging issues that have significant “intersectionalities” with fisheries.

When discussing fisheries policy in this context we are referring essentially to public policy analysis. Questions often arise as to what is really meant by policy and why are policies important? What is a policy process? Is there a specific process that should be followed? What is involved in policy analysis? How can policy analysis contribute to effective policy engagement in terms of policy submissions?

This guide sets out to answer such questions and enhance the ability of NGOs representatives primarily working on fisheries-related policy issues by delivering a comprehensive yet simple and practical approach that guides them in their endeavor as policy analysts. The proposed model is a product of numerous interactions and dialogues with public officials and NGOs representatives in the region following years of engaging them in policy analysis trainings.

The model proposed addresses the fundamentals of policy analysis and importantly, it helps NGOs officials gain a good understanding in doing policy analysis for their own purpose. Further, NGOs officials benefit from the model by conducting policy analysis intended to positively and effectively inform decision-making in government and regional agencies. No model captures the complexity of policy analysis, especially in government. This toolkit however provides the essentials of policy analysis critical to building the capacity of NGOs in order for them and the communities they represent to make an effective contribution to decision-making at the national and regional levels.

For better understanding of this guide, it must be made clear from the outset that NGOs do not make public policy as this is the prerogative of public officials. However with the emphasis of the governments of the region in inclusive decision-making through the lens of good governance NGOs are expected to make profound contributions and positively influence the public policy making process mainly because they are expected to present the voice of various groups and communities on the ground.

NGOs officials are therefore expected to be familiar with relevant policy making processes as its shortcomings. Such knowledge is helpful for NGOs in order to make an effective contribution through policy submissions to national and regional agencies that frame the perspectives of the communities they are representing.

3. UNDERSTANDING PUBLIC POLICY CONCEPTS

3.1 WHAT IS A POLICY?

A policy is largely perceived as a guideline or rules at the workplace. While these are correct descriptions, it is a fact that a policy goes much further than guideline and rules. It incorporates the organization's strategic direction and operational modes. In general terms, a policy is simply a decision taken by the organization – be it a private organization, a public organization or an NGO. It normally takes two levels – the strategic level (strategic policy) and the operational level (operational policy). At the strategic level, the policy is broad and long-term. In government, ministries and departments often present their strategic policies in their corporate or strategic plans. For instance, the Kiribati Government, through the Ministry for Fisheries and Marine Resources Development (MFMRD), is guided by five key strategic policy objectives outlined in the Kiribati National Fisheries Policy 2013 – 2025. These include:

1. Support economic growth and employment opportunities through sustainable fisheries, aquaculture and marine resources development.
2. Protect and secure food security and sustainable livelihoods for I-Kiribati.
3. Ensure long-term conservation of fisheries and marine ecosystems.
4. Strengthen good governance with a particular focus on building the capacity of MFMRD to implement and support fisheries management, development, and monitoring, control and surveillance.
5. Build climate change resilience for fisheries and marines resources in Kiribati.

At the operational level, the policy mainly targets the operations of the strategic policy. This is why some defined policy as a guideline. Policy at this level becomes more tedious and proliferated in numbers. For instance, the government may approve a strategic policy to open up its fishing zone to overseas commercial fishing companies. At the operational level, the responsible ministries will decide on the number of companies that should be allowed; the number of fishing boats allowed; the cost of fishing permit; and how to monitor fishing boats amongst many other activities. Once decisions are made for these operational details they will become operational policies. As stressed earlier, policy becomes more complex and abundant at this level.

3.2 WHAT IS A PUBLIC POLICY?

Public policy is a policy made by government or a government agency. It's "whatever governments choose to do or not to do" according to Dye (1984). It is "a course of action (or sometimes deliberate inaction) taken by a government using its various powers and authorities to shape the world around it" (Scott and Baehler 2010: 11). It "is a product such as a Cabinet directive, a piece of legislation, or a promise made by a political party: it expresses an intention or a choice, made by the government" (Aulich et. al. 2001: 20).

The descriptions provided propose several key generic themes that embrace public policy irrespective of the jurisdictional context. In essence, public policy is an intentional or a planned decision taken by the government of the day to resolve a problem or to take advantage of an opportunity. In doing so, the government is exercising its sovereignty to make decisions using the authority conferred to them by its own people. Such decisions are mainly delivered in the form of a cabinet directive or an Act of Parliament. This is a critical dimension of public policy in democratic jurisdictions.

What makes a policy public? John Locke (1690), an influential figure in modern politics explains that a policy becomes a public policy because “the power derives from the consent of the governed, and that we the people are the governed who provide our consent to the government to make policy” In other words, a policy of government becomes a public policy because it is made on the behalf of the people or the citizens of that country who had granted concern to the government of the day to make policies through general election and various means.

3.3 WHY IS PUBLIC POLICY IMPORTANT?

From the previous discussion, it is evident that policy whether public or private is a central process to the organization. It gives direction to the organization; it provides order to the organization; it shows what the organization does, for whom and what it stands for. These are some of the reasons behind the essence of policy.

In government, the same reasons applied although policy becomes much more complicated and important because it affects everyone. At the bottom-line however, any public policy should protect what is in the best interest of the public or citizens of society. That said, it is a reality that public policy may affect some individuals positively and others negatively depending on their situations. For example, the process of allocating fishing rights or establishing Marine Protected Areas (MPAs) illustrates a public policy process in fisheries that has a positive effect on certain groups of a community such as those that may be employed by a nearby eco-tourism venture, while others, usually the fishers, will be perceived worse off.

The contribution of NGOs to policy making at the national and regional levels with respect to the fisheries sector is therefore deemed imperative. In essence, NGOs bring to the discussion table the realities facing the average citizens that are sometimes overlooked by officials working in national and regional organisations. This is in addition to their own set of technical and professional expertise and institutional knowledge that can add value and strengthen a specific policy under formulation

3.4 WHAT IS PUBLIC POLICY ANALYSIS?

Public policy analysis is widely perceived as the process of analyzing an issue or a problem and suggesting relevant solutions for decision makers for a decision. It's about looking for an answer or a solution to address an issue or a problem faced by the government of the day. As Rose (1993:3) put it, public policy analysis is about answering the question of "what should we do" when government is facing a problem. The job of policy analysts is therefore about conducting an analysis of the problem and proposes solutions to resolve it.

3.5 THE PUBLIC POLICY PROCESS

In government, some policies are made in a government ministry while others are decided by cabinet. In the Pacific Islands there is no clear guide on what level of policy should be made by cabinet and that of the ministry although there is a general understanding that cabinet should only focus on making strategic policy while the ministry focuses on operational policy.

Figure 1 gives an outline of the policy making process in government using Shaw and Eichbaum (2005) formulation. At the agenda setting stage, cabinet scrutinizes numerous cabinet submissions for approval while on the other hand discusses stern problems facing the government. Assuming there is a problem facing the fisheries sector, the responsible minister will be asked to look at the problem and advise on ways to resolve it through a cabinet submission in the next meeting.

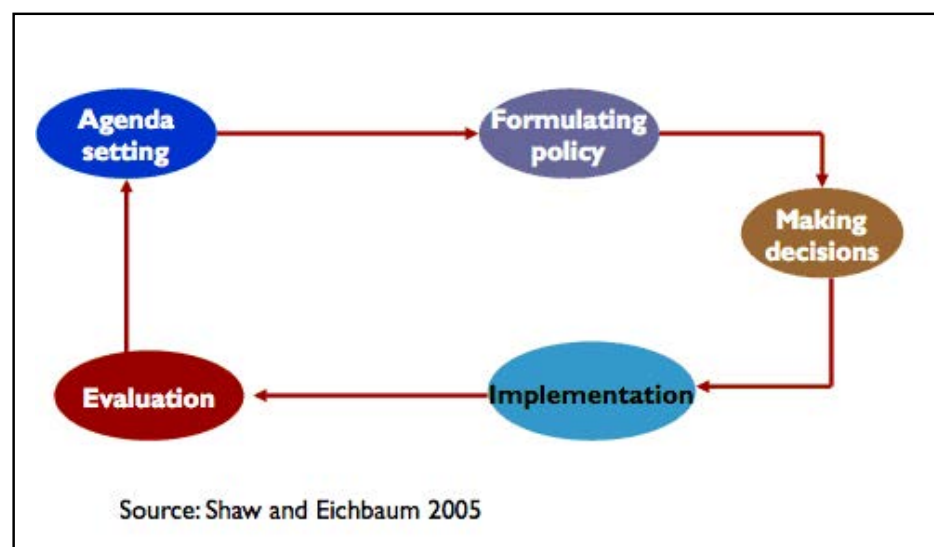


Figure 1: Policy making process in government



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Fourteenth Regular Session of the Western and Central Pacific Fisheries Commission in Manila, Philippines discuss tuna management measures.

The minister at the end of the meeting calls a meeting with the head of the ministry of fisheries and instructs him/her to look at the problem and to prepare a cabinet submission to advise cabinet in the next meeting on how to address the problem.

Once the head of the ministry starts defining the problem, this is where the process reaches the formulation policy stage. This is where the process of policy analysis kicks off. At this stage, the officials at the ministry define the problem and search for feasible alternatives to resolve the problem. The process will end up in a cabinet submission outlining the definition of the problem and how it should be dealt with. The responsible minister will make a presentation in the next cabinet meeting and seeks cabinet's approval. When cabinet approves the submission, it becomes a policy in the form of a cabinet directive. At the same time, the process reaches the decision making stage as in Figure 1.

The cabinet directive goes back to the ministry of fisheries for implementation. This is when the implementation stage of the process begins. After a certain period of time following the implementation of the policy, the ministry of fisheries may decide to evaluate the policy. This is the evaluation stage of the process. From experience, public officials responsible for implementing policies rarely evaluate their policies using proper methodologies. As a result it's very hard to tell whether a policy is working or otherwise.

3.6 NGOS AND THE PUBLIC POLICY MAKING PROCESS

NGOs amongst the many other actors influencing government on policy decision can influence politicians and public officials at any stage of the policy-making process. They can influence the minister by raising the problem before the agenda setting stage or during the policy formulating stage. Such practice has without doubt taken place already.

The same approach can be applied to regional organisations operating in the fisheries space. NGOs working with such organisations can influence them by providing sound policy submissions that raise the awareness of regional officials on some salient issues they might overlook. In order to make such an impression however, NGOs need to be armed with the knowledge and skills in doing policy analysis. That in fact is the focus of the next section.

4. HOW TO DO POLICY ANALYSIS

From experience, public officials at the national and regional levels face numerous restrictions in terms of demanding deadlines and limited resources. Obviously they do not have the time and resources to do proper research and analysis as in the case of academic institutions, think tanks and policy advice agencies.

One of the main gaps of policy analysis in government is the lack of engagement with communities affected with the problem as well as the proposed solution. As a result government officials fail to make comprehensive analysis of the consequences of a proposed policy on the poor, the women and children. In most cases everyone is lumped together in the analysis irrespective of their vulnerabilities.

NGOs through this toolkit will be better positioned to address such gaps and thus making their submissions sound and impressive when engaging with officials and stakeholders at the national and regional levels.

This is a five-step model of policy analysis. There are other models available that have more or less steps. In reality there is no clear convention on the number of steps taken when doing analysis. As stressed earlier, policy analysis is a complex and fluid process, especially in government. What is suggested here however is a simple guide for quick policy analysis that would help NGOs focus on the fundamentals of the process that are critical to the analysis in light of the constraints they face.

Step 1: Define the problem – what is the problem?

Defining the problem as the first step is commonly shared amongst existing models of policy analysis. A problem (by the way) is generally regarded as a hurdle or a constraint that prevents one or an organization from achieving a set goal.

Having a clear understanding of the problem from the outset is important for various reasons. In essence, it gives direction to the policy analysts (Bardach 2005; Patton and Sawicki 1986). It's about knowing what one is doing. If the problem is identified as excessive illegal fishing, then the analysts would have some ideas of who to consult; what information is needed (i.e. statistical or other forms of information on illegal fishing); where to get the information from; and importantly, possible solutions. On the other hand, if there is no clear definition, then there is not much progress expected from the analysis.

Defining a problem is no simple task. This process should take time especially for complex problems. Getting the correct definition of the problem is critical to the exercise. Everyone has his or her own definition of the problem. This is the reality. It is therefore pertinent to NGOs involved to consult others especially their members on their perception of the problem.

Very often, individuals responsible for the analysis tend to define the problem from their own perspective. This is often detected as one of the major weaknesses. The perceptions of those subjected to the problem are rarely engaged. Poor problem definition is often the result of such practice. This causes more problems, as this means a wrong solution

is proposed. In the end the problem is not solved and the resources gone to waste. On the other hand, more value is added to the analysis when those affected by the problem are consulted about their version of the problem.

How to do it? Bardach (2005) suggests a few ideas:

i. Define the problem using adjectives like too big or too small; too high or too low; deficit or surplus.

For example, the number of illegal fishing boats fishing the Pacific fishing zone is higher in 2017 compared to 2016. While this statement might be regarded as a problem, it still lacks the nudge to be convincingly accepted as a problem. That leads us to Bardach's second idea.

ii. Quantify – give evidence

Using the same example the problem statement goes like this: The number of illegal fishing boats fishing the Pacific fishing zone is higher in 2017 compared to 2016. About 600 illegal fishing boats were detected in 2017 compared to 160 in 2016. Using adjectives to define the problem is important, but equally important is when quantifiable evidence is used. Research is needed here. We will discuss the role of research later.

iii. The effects of the problem

It is recommended that the effects of the problem must also be included. For NGOs, it is important to frame the question like this: what are the effects of excessive illegal fishing to our goal and the communities we are representing? This question and others will assist you in defining the effects of the problem. For example, less catch for the communities whose livelihood depends on fishing and therefore a rise in poverty.

iv. Causes of the problem

The last dimension of the first step is to identify the causes of the problem. Again this is not a straightforward exercise. Sometimes the causes appear to be the problem too. Unfortunately there is no clear line of thinking to distinguish what is a problem and what are its causes. For instance, one of the causes of the problem defined earlier could be the lack of surveillance and monitoring of the region's fishing zone. This could be a problem itself. One of the effective ways of doing this is to brainstorm with colleagues and stakeholders and work out what links to what. It is assumed that at the end of the chain lies the problem. This tool is mainly referred to as the Root Cause Analysis (RCA).

Defining the causes of the problem is important for various reasons. In essence, the proposed solution (Step 2) often targets the causes of the problem so that the problem is solved once and for all. While this is a debatable case, it remains important for policy analysts to make sure that the causes of the problem are real.



(iii) CSO LEVEL:

CSOs to link to FISHERIES, FOREIGN AFFAIR
& CLIMATE CHANGE UNIT/DIVISION.

(iv) REGULAR CSO FORUM MEETING ON TUNA INDUSTRIES (FORMAL)

(2) WORKERS' SAFETY:

A - CHALLENGES:

"STRENGTH" (1) EXISTING REGULATIONS } ADDRESSED @ NATIONAL LEVELS.
"WEAKNESS" ENFORCEMENT

WHICH ORGANIZATION INVOLVED? PD - HUMAN TRAFFICKING:

WE - Women's Fisheries (GENDER ISSUES) - CSOs involved - what they do

SEEP - TRAINING ON OBSERVER'S SAFETY ISSUES & ALSO GENDER ISSUE

LINE MINISTRIES & LAB DEPARTMENT TO ADDRESS THIS

(3) POVERTY & LIVELIHOOD

CHALLENGES: "FUNDING" - LIMITED - DICTATED BY DONOR. (STRENGTH)

INTERGRATION - (LACK) ON NATIONAL TARGETS

STRENGTHS: CONSULTATION PROCESSES

INTERGRATIVE APPROACH TO DEVELOPMENT

PROVISION OF VOICE - MINORITIES

Presenting outcomes of a group discussion on priority policy issues

Step 2: Generate alternative solutions

The second step of the model is to generate alternative solutions that could potentially solve the problem defined in Step 1. How do we go about generating alternatives? One important question needs to be asked for guidance:

i. What can we do as an NGO to resolve the problem?

It is important to generate as much alternatives as possible. One of the best ways to start this process is to deliberate with the stakeholders and the communities that are affected by the problem. They would have a good idea of a potential alternative(s) to resolve the problem they are facing. This is the gap that needs to be filled as mentioned earlier. Refrain from evaluating alternatives at this point. This is the focus of Steps 3 and 4. The main aim is to produce as many as possible.

Recalling our example of excessive illegal fishing, a number of alternatives can be proposed. Advocate to authorities of the region to:

- increase patrolling of fishing zone;
- increase in penalties;
- assist in building the capacity of local fishermen.

One of the problems associated with this step is that people doing the analysis have their own preferred choice of alternatives or are pressured by other actors to propose a particular alternative. For NGOs, one of the best options are those suggested by members of the communities and stakeholders affected by the problem.

When generating alternatives, it is important to pay attention to a number of factors. It is essential to have a good idea of how each proposed alternative resolves the problem – remember this is all theory. Nothing is implemented yet. In other words, there should be a strong and realistic connection between the proposed alternative and the problem on hand. One way to handle this is to find out whether such alternative was applied in the past or in another country. This is where research comes in, by providing existing knowledge (or evidence) to support your theory that by adopting the proposed alternative the problem would be resolved.

Step 3: Projecting the outcomes

Once the alternatives are identified, the next step is to forecast the outcomes (both positive and negative) of each alternative. This step is an extension of the previous step. It requires a comprehensive and deeper analysis of the proposed alternatives and the outcome that we want to achieve. This is equivalent to saying that when we do X (proposed solution) we should get Y (expected outcome). The main purpose is to ensure a strong and realistic connection between the proposed alternative and the expected outcome. This is one of the main causes of policy failure in the region – ambitious and unrealistic solutions.

This is a challenging task according to Cooper (2001), mainly because the analysts are looking at the future. None of the alternatives proposed is implemented yet.

Some of the key questions that NGOs can ask to provoke thinking:

- If we put this alternative into effect, what would be the likely outcome(s)?
- Is it the outcome we are looking for?
- Who benefits from this outcome?
- Who is going to be worse off from this outcome?
- What could be other outcomes (unexpected outcomes)?
- Would these be good or bad outcomes?

Here are some ways to assist in the effort to forecast outcomes:

i. Create a movie in your mind

Cooper (2001) suggests that analysts should create a movie in their minds visualizing the connection between the proposed alternative and the expected outcome. Part of this involves a visual of the outcome of the proposed alternative on the communities, women and children who will be affected by the proposed alternative. Recalling our proposed alternative of strengthening patrolling of fishing zone, NGOs officials could create a movie in their minds of the outcome of such alternative on the communities.

ii. Write scenario

Using scenarios is also recommended (Bardach 2005; Cooper 2001) this includes writing possible (best and worst) scenarios of the outcomes of each alternative on the key actors affected.

iii. The other guy's shoes

Bardach (2005) also suggests that the analysts should make an effort to predict the outcomes of each alternative from the perspective of those affected – the other guy's shoes. It is important to forecast the outcomes of the alternative from the perspective of those who will be affected by the proposed alternative if approved in the end. Vulnerable groups that include women, children and low-income families should be at the forefront of this methodology. How would these people be affected by such proposed solution is the main question that needs to be asked.

It is also suggested that the risks associated with each alternative proposed should take place at this step. This is another aspect of policy analysis lacking in the governments of the region. There is hardly any discussion of the risks associated with the proposed alternative. It sends a message that everything is going to work perfectly in the end. Unfortunately, things don't always work according to the wishes of those who conduct the analysis in reality. The region is beset with numerous examples of poor policies that cost taxpayers substantial amount of money for various reasons including poor risks assessment.

As stressed earlier, this is a dynamic process and it requires good and realistic imagination. The more imaginative the analysts become, the better the analysis.

Step 4: Evaluating alternatives

In the previous step, each alternative has to go through the process of predicting the likely outcome(s) or consequence(s) on the key actors affected. The main focus is to make sure there is a strong case that the intended policy outcome is very likely to take place should the proposed solution is implemented.

Step 4 is about testing the feasibility and acceptability of each alternative. This is being evaluative according to Bardach (2005). Alternative 1 for instance might produce all the desired outcomes that the analysts are looking for but it might not be acceptable by their superior or donor because there is no money to fund the proposed alternative. This step is about determining whether the desired outcome is feasible, good or right for everyone.

Apparently this step is also a challenging one mainly because what is good from the NGOs perspective may not be good from the perspective of key stakeholders, regional agencies and national fisheries agencies. This is often the acid test of policy analysis as it delves into the ethics of policy analysis. NGOs should be conscious of the fact that societies in the region are diverse and therefore plurality of opinions based on each individual's and group's values. In government, determining whether a policy is good or bad, right or wrong is a subjective process that in the end, not everyone would be happy according to the Samoan Prime Minister, Tuilaepa Sailele Malielegaoi.

NGOs officials attempting to influence governments in the region should realize that public policy is about values, all kinds of values in society. These values become the basis for the critics of public policy to judge the goodness (or otherwise) of a public policy (Mayer et al 2004). In other words, values become the criteria for the analysts and critics of public policy to make an assessment of the quality of the analysis. As Harrington (1996: 373) explains: "We do not formulate public policy in a moral vacuum. Neither can we properly evaluate the consequences of public policy without the tools of ethical analysis. Because of the social context of human existence, and human nature to survive for the good, ethics and politics are necessarily intertwined".

Using values as evaluative criteria is the main focus of this step. The main questions here are - whose values should be taken on board; and how much values should be considered?

For step 4, three important tasks need to be followed:

i. Determine or select values to use as criteria to test alternatives

One of the suggestions in determining the values is to use the NGOs' and the client's organizational values. If the policy submission is for the approval of the NGOs' management (i.e. internal policy) then it is best to apply the NGOs' values to test the alternatives. However, if the policy submission is for a specific client (i.e. donor, regional organization, national government, etc.) then it is recommended to include the client's organizational values as well as the values of the stakeholders who are affected or have a role in the policy proposed.

Using organisational values as evaluative criteria has a number of advantages to NGOs. First, it keeps the NGOs decision in line with their organisational values. It gives a good impression to stakeholders that they are walking the talk by upholding their values in their decisions. Second, NGOs gain the trust of their staff and external stakeholders in their decision-making process.



Workshop discussions ensure a collaborative and consultative approach in developing policy submissions

Same benefits also apply when using the client's organizational values. The client treats the submission positively as it embraces its organizational values and goals. In other words, the NGO is speaking the client's language. Such approach gives a good chance for the submission to be approved.

Most government agencies in the region and regional agencies have their own organisational values stated in their corporate or strategic plans. The same goes for NGOs. Table 1 outlines some values of the Public Service of Solomon Islands and Worldwide Fund for Nature (WWF)

Country	Value	Definition
Solomon Islands Public Service	• Responsive • Professional • Ethical • Impartial • Accountable	• Delivering high quality customer and service delivery • Using knowledge and skills to achieve results • Behaving in accordance with the Code of Conduct and laws • Unbiased performance and elimination of 'wantok' in decision making • Being able to explain the reasons for actions taken and taking responsibility for actions
WWF	• Conservation must be integrated with people's livelihoods and contribute to poverty reduction. • A commitment to partnership with governments, civil society and the private sector. • Strong involvement of stakeholders in the identification of problems and solutions.	

Table 1: List of organizational values that can be used as evaluating criteria

ii. Test each alternative against selected criteria (values)

Using alternative 1 proposed in Step 2, and some values commonly used by government agencies and WWF as an example, we can be able to run the test as illustrated in Table 2. The same process applies to the other two alternatives proposed in Step 2. Here we are assuming that the proposal is for a regional fisheries agency.

Alternative	Stakeholder	Values/evaluative criteria	Questions	Score
Alternative 1: Advocate to authorities in the region to increase patrolling of fishing zone	NGOs	Efficiency;	Is this alternative cost effective to the governments of the region?	xx
		Effectiveness;	Will it solve the problem of excessive illegal fishing?	xx
		Political acceptability;	Will the governments of the region accept it?	xx
		Conservation, community livelihood and poverty;	Will it serve the purpose of community livelihood sustainability and poverty reduction?	xx
Alternative 1: Advocate to authorities in the region to increase patrolling	Regional Fisheries Agency	Efficiency;	Is this alternative cost effective to the governments of the region?	xx
		Effectiveness;	Will it solve the problem of excessive illegal fishing?	xx
		Political acceptability;	Will the governments of the region accept it?	xx
		Conservation, community livelihood and poverty;	Will it serve the purpose of community livelihood sustainability and poverty reduction?	xx

Table 2: Testing alternatives against criteria

If possible, analysts could rank the values in terms of their importance to the stakeholder concerned. This would make the analysis a lot easier. For instance, financial viability, efficiency (cost efficiency) and effectiveness are some of the top criteria for national and regional agencies including donors.

iii. Tally up the score

The final activity of Step 4 is to tally the score allocated to each alternative after testing it against each criteria. Analysts can use any scale for scoring as long as it is applied consistently across alternatives as well as keeping it simple. A scale of 1 to 5, with 5 the highest score is a good start. As Patton (2011) suggested “numerical results don’t speak for themselves but are of great help in reaching a satisfying solution in the decision”



Presenting outcomes of a group discussion of priority policy issues for focused analysis

ONE:

- 1. OF STOCKS (EFFECTIVENESS)
- 2. CLIMATE CHANGE & PLANS
- 3. EFFECTIVE POLICIES & REGULATIONS (ENFORCEMENT)
- 4. AUDITS, TALLY, BY-CATCH

TWO:

- WORKERS' SAFETY & PROTECTION
 - (i) OBSERVERS' - 100% COVERAGE
 - (ii) GENDER - (WOMEN)
 - (iii) CHILD LABOUR -

THREE:

- ENABLING POVERTY & LIVELIHOODS
 - (i) ENABLING POLICIES FOR EQUITY & ACCESS
 - INVESTMENTS, MARKETS, PARTICIPATION
 - (ii) ADVOCACY FOR RELIGIOUS GROUPS FOR SPIRITUAL ROBUSTNESS
 - (iii) COMMUNITY RELEVANT INVESTMENT (FADs)



Step 5: Make a decision

Selecting the best option or alternative would be an easier step if the analysts closely followed the first four steps. Step 3 should clarify the best option that has a strong and realistic link to pre-determined outcome. Step 4 on the other hand should give the analysts a good idea of which option is highly accepted or perceived as good by the main client and everyone concerned. There is a possibility that an option might have the highest score in step 3 but attracts fewer points in step 4. The analysts would have to make a judgment on which option is the most feasible one. Perhaps an option that holds the balance between step 3 and step 4 is the safest choice to make.

If it's hard to make a decision, then it is most likely that there is something wrong somewhere in the process. It is recommended that the best way to handle such confusion is to go through the exercise again. It's important for the NGOs not to second-guess their recommendation. NGOs when demanded by national and regional officials as well as donors to explain their proposed action should be able to do it convincingly, comprehensively and with confidence.

4.1 What if it's a case of an opportunity for the NGOs rather than a problem?

While policy analysis is mainly defined as a systematic way to look for alternatives to resolve a problem, there is no reason why the NGOs could not apply the five-step model to take advantage of an opportunity. Generally, an opportunity emerged as a solution or a part of the solution to a longstanding problem. For instance, donors may grant funds to a regional agency to strengthen the capacity of NGOs advancing development in the fisheries sector. In taking advantage of such opportunity, NGOs can use the same model to obtain such funds from the regional agency through a proposal.

The first step remains the same, except that the question becomes what the opportunity is rather than what the problem is. The other descriptions like quantifying the opportunity and what are its effects are also applicable except for the causes description.

For the second step, the opportunity is mainly treated as the solution to a problem. It means there is no need to generate alternatives. The opportunity is taken as it is. The third step however, focuses on the connection between the opportunity and the outcomes or the benefits to the NGOs and the communities they represent as well as other stakeholders. The same also applies to the fourth step. It's always good to provide a brief analysis of how such opportunity upholds the values of NGOs and the communities they represent. This is an area that the client (regional agency) would like to see in the proposal.

It is a fact that regional agencies and donors have templates for NGOs to follow when preparing proposals. The model discussed however should provide an analytical framework to assist NGOs officials who are tasked with the responsibility of putting together a proposal.

5. MAKING YOUR ANALYSIS ENGAGING AND PARTICIPATORY

Participatory policy analysis approach has emerged to compliment rational public policy analysis in government. In particular, policy analysis in government in most cases is largely from the perspective of public officials, consultants, elite groups and politicians rather than the members of the community who are affected by the problem and the proposed solution. As a result, the problem is rarely solved.

The participatory approach's strength mainly lies in its process of making the views of the community count in the decision-making process at any level but mostly at the political level. With the participatory approach, citizens have the opportunity to contribute to the decisions that in turn govern them. This is at the heart of good policy-making in a democracy as stressed earlier. In addition, participatory approach generates knowledge that is unknown to officials in government and regional agencies but critical to the welfare of members of the community.

This means members of the community are provided with the opportunity to define the problem, propose alternatives, predict the outcomes and propose a preferred option for the decision-makers. This is an element of inclusive decision-making that is largely missing at the bureau and political levels and it is the duty of NGOs to fill this vacuum.

This part of the toolkit outlines a few activities that will assist NGOs to take advantage of the participatory approach in order to improve their effort in engaging the communities effectively in the analysis process. Such approach strengthens NGOs role to voice the views of citizens and communities in order for the decision-making process to be inclusive, especially at the political level.

The simple model presented here compliments the five-step model discussed earlier. It's main purpose however, is to assist NGOs officials in adding value to their analysis when engaging with the communities they represent during the policy analysis process.

Step 1: Determine the need for participation

This is the first task according to Beierle and Cayford (2010). Not every problem requires the need to engage with the community. Evidently community engagement is costly and time consuming. NGOs on the other hand do not have reservoir of funds to persistently fund community engagement whenever NGOs are required to run an analysis. Three main reasons are suggested by Beierle and Cayford (2010) to consider:

i. Instrumental

When the problem is about solving a conflict or buying-in support or to build trust, then a participatory approach is needed.

ii. Substantive

Engaging members of the community is also justified on the ground of insufficient information. Especially when dealing with a serious and complex problem. Members of the community bring valuable information that is critical to objective and superior decisions.

iii. Normative

NGOs officials are also encouraged to engage with the community when dealing with problems that matter to the citizens. This is an approach to encourage citizens to contribute to decisions that have an effect on them.

Step 2: Determine the goal of participation

NGOs officials need to be clear on the goal(s) of engaging with the community. In other words, what do they want to get out of the engagement? Here are some questions that will help NGOs officials to determine the goal of engagement:

- What is the purpose or the goal of engagement?
- Is it about defining the problem?
- Is it about solving the problem?
- Is it about identifying public values and priorities?
- Is it about resolving a conflict?
- Is it about strengthening partnership?
- Is it about information gathering?

Having a clear goal for engagement helps NGOs officials with their questions and type of methodology or tool they need to obtain such information from members of the community. Assuming that the goal of engagement is to define the problem, NGOs can easily do this by running a workshop for selected members of the community to brainstorm and discuss the definition of the problem.

Step 3: Decide on whom to engage

This step of the model can get technical but the main idea is to make sure that whoever participates should be representative of the community. A balanced representation is therefore required. Very often policy analysis is laden with ideas of public officials, consultants, donors and politicians rather than members of the community. It is important for NGOs to take cautious actions when it comes to this part of the process. Some suggestions on how to tackle this part of the engagement:

i. Who should participate?

As stressed earlier, it is important to engage members of the community that are well familiar with what is going on in the community. If it is a broader issue, a broader group is also needed.

ii. Determine the desirable representation

The key here is to make sure those engaged are representative of the community's population. Other factors like gender, disabilities, income levels and age should also be considered.

iii. What is the type of engagement required?

Two types of engagement are usually applied – information sharing and deliberations. If it's information sharing, then it is a two-way exchange of information that takes place in a public meeting. On the other hand, deliberation is about sharing information and agreeing on solutions or outcomes.

iv. How much influence the community should have?

This depends on the goal of engagement. Members of the community have limited influence if it's information sharing. Deliberation in contrast exerts more authority and influence to members of the community.

Step 4: Choose tools of engagement

Once steps 1-3 are settled, the final step of the model is to select a tool to obtain the information from the source or members of the community. One of the common behaviours is the use of the same tool repeatedly. Public meetings and focus groups are some of the regular tools that are often used. Every tool has its own strengths and weaknesses. It's important to use multiple tools wherever and whenever possible. Table 3 gives examples of the goal of engagement and the relevant tools applied.

Purpose or goal of engagement	Recommended tools
Fact finding	Public meetings; public comments;
Vision and goal setting	Advisory committees; workshops; seminars; citizen panel
Policy or project implementation	advisory committees; citizen panels;

Table 3: Purpose of engagement and relevant tools

For further information, please visit website: <http://participationcompass.org>. This is a very useful website regarding the choices of tools to use for community engagement. It also gives case studies that are useful to the selection of the most effective tools.

Finally, NGOs officials need to consider cultural factors that normally undermine the flow of information. For instance, women in the Pacific hardly contribute when men are present. The same applies when chiefs or church ministers are sitting in the crowd. It's advisable to exercise good judgment when it comes to such situation. It's always safe to meet with each group separately.

6. THE ROLE OF RESEARCH IN POLICY ANALYSIS

Evidence-based policy analysis in the governments of the region is a challenge for many reasons. Limited resources; limited time; non-availability of evidence; shortage of staff; and limited skills are some of the major constraints that policy analysts in the region face. As a result the use of relevant evidence in the analysis is a challenging task.

Doing research is an important part of policy analysis. In the main, research adds value to the analysis by bringing in existing knowledge and evidence that prove critical to the analysis. As Paul (1983) clarified, “...empirical analysis and systematic theory in policy development should increase our understanding of the ways existing policies have come to be, the effects they have, and the likely consequences of alternatives policies” (Paul 1983: 158). This component of the process applies to every step of the analysis. For instance in Step 1, it is suggested that to add value to the problem definition, a quantifiable dimension should be applied. This is where research comes in.

What evidence do we need and how do we collect it? These are some of the first questions that would guide the analysts when engaging in research. Research serves three main objectives according to Bardach (2005). First, it aims at generating evidence that measures the magnitude of the problem. How bad is this problem? Is it really a problem? Is it worth the attention and resources? As mentioned in Step 1, it is the job of the analysts to prove that what is on hand is a genuine problem and deserves attention. In doing so, evidence needs to be used to prove that it is in fact a problem.

The second use of research is to provide evidence of policies used in the past to solve the same or similar problem. It is a custom that problems do recur over time. Governments might address illegal fishing in the next two years as a result of pressure from NGOs, but the same problem may re-emerge in four years' time. Research plays a role by bringing in the policy that dealt with the same problem in the past for the analysts to be included in the analysis in order to arrive at a better decision in the end.

The third use of research is to produce relevant and reliable evidence to justify the proposed solution to the policy problem. In doing so, the analysts are required to provide sound evidence to prove that the proposed solution was successfully applied in the country (in the past) or another country. The main aim is to convince the client (regional agencies, national agencies, donors) that what is suggested will work.

NGOs officials are also cautioned at this point of the analysis to make sure that they are acknowledging the fact that what works in one country might not necessarily work in another. To make the analysis appealing, NGOs should highlight similar circumstances between the two countries in order to justify the proposed policy will work. In addition, the analysis should also underline the differences and importantly, the measures planned to undertake to address such differences.

In the region, as mentioned earlier, use of evidence for the analysis is very limited. In cases where it is used, evidence seems to suffer from poor research skills. The use of irrelevant or dated evidence is regularly detected. Propping up research skills and regular use of research could address these problems.



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A Pacific Island NGO delegate attending the Fourteenth Regular Session of the Western and Central Pacific Fisheries Commission in Manila, Philippines outlines NGO policy recommendations with international media

As a starting point, it is important according to Bardach (2005) to think. This means the analysts need to think about the first question mentioned earlier – what evidence do we need to collect? The earlier discussion on the three main objectives of doing research should give the analysts some ideas of what evidence should be collected. In other words, the analysis needs evidence to:

- i. determine the magnitude of the problem;
- ii. generate knowledge of previous policies dealing with the same problem;
- iii. convince the client that the proposed solution will work.

The second question that the analysts need to focus on is – how do we get this evidence? This is a question of methodology and a strategy to extract the information within the required timeframe. Available resources and the location of the sources of evidence are important in this consideration.

In reality, most analysts in the region would settle for the review of the literature as the main method of obtaining evidence. This includes surfing the internet; review of reports/submissions by government agencies as well as donors and international institutions. There might be discussions with colleagues within and outside the agencies. Other methodologies that are feasible include email and phone discussion/meeting; group meetings; establishing a network of stakeholders.

While these research methods are commended in light of the constraints faced by policy analysts of the region, NGOs are strongly advised that engagement with communities and key stakeholders is essential. This is one of the major gaps of policy analysis in the region, as discussed earlier.

Apparently collecting evidence is not as easy as one would think. It could get technically complicated when dealing with complex problems. It is recommended to start early by getting some thoughts around the two main questions – what evidence do we need? How do we collect it?

In reality, there are many challenges facing policy analysts in the region when doing research. Three main challenges that are often raised are:

- i. What can we do if the evidence does not exist?
- ii. What can we do if time is not on our side?
- iii. What can we do if we do not have the resources to collect evidence?

The strength of our five-step model relies on the availability of evidence that would assist decision makers to make a decision in the end. Unfortunately, policy analysts tasked with policy analysis hardly have the time and resources to look or to produce such information. What would be their option if the information they are looking for could not be found anywhere?

One of the ideas circling the many discussions with NGOs and public officials in the region is the use of people with institutional knowledge. Indeed, this concept has been around for a while. It could be traced back to the work of Barnard (1938); Hayek (1945); Chamberlin (1933); and Selznick (1957). In the 1980s and 1990s, a lot of attention has been directed to the same idea claiming that the firm is a body of knowledge (Nelson and Winter 1982; Grant 1995; Baden-Fuller and Pitt 1996). In other words, an organization has an institutional knowledge that is stored in employees' minds; records, processes and systems.

The suggestion then to use institutional knowledge becomes a potential option for NGOs to use when the information they are looking for can not be located anywhere. This information could be with people who have served and lived in the community for many years. Some of the people might have left the community. In that case, the analysts need to make the effort to locate them.

The second question is and will always be a challenge for NGOs. It is a norm for national and regional agencies to set very tight timelines for proposals. One of the possibilities is to ask for more time assuming that the problem is not a matter of national or regional emergency. In the event that an extension of timeline is unsuccessful (normally the case), then teamwork is one of the best options to handle such situations. A team of experienced analysts is critical in such circumstances as well as a good network with community members and stakeholders whose intelligence is often engaged.

Limited resources will always remain a test for policy analysts in NGOs or PICs. NGOs do not allocate funds for research unless it's a grant from a donor. A good team of analysts; good networking; sound information system and good record keeping are some of the arrangements that need to be in place to counter shortage in resources.





Fisherman hauling in their nets. Large fish are becoming increasingly rare in many parts of the Pacific

7. PUTTING TOGETHER YOUR POLICY SUBMISSION

Usually once a choice is made, the next step is to prepare a policy submission, or proposal. The proposal must always be written with the client in mind. It is a fact that each client has its own template for submissions. Even NGOs have their own template for internal policy submission. Whatever template used, there are three main components of the analysis that should always be incorporated in the submission.

Specify the problem

From the outset of your submission, the problem definition should be clearly stated. Based on evidence, the client would like to know the problem faced by the NGOs and the communities they are serving. Part of this discussion should also outline consequences to the NGOs and the community they represent if the problem is not resolved. Table 4 attempts this using the example discussed earlier.

	Question	Example
Specify the problem	• What is the problem? • How serious/bad is the problem - quantify? • What are the consequences of the problem if not resolved?	• Too many illegal fishing boats fishing in the Pacific Ocean • Very serious, 600 boats were caught fishing illegally in 2017 compared to 160 in 2016 • Less catch for local fishermen and families relying on fishing as a source of income and livelihood. This drives more poverty in the Pacific communities.

Table 4: Specifying the problem definition

State the proposed solution(s) clearly

Second, the proposed solution should be clearly explained together with a brief statement on how the proposed solution resolves the problem and produces the expected outcome. Justifications for the proposed policy should be provided to convince the client why it is the right and the best option to take over other available options. Table 5 gives an example of how this is done.

Proposed solution	• What is the proposed option? • How effective is this option? • What is the justification that this is a good/right policy?	• Advocate to governments of the region to increase surveillance of fishing zone and impose heavy penalties • Very effective. There is sound empirical evidence to prove that regular surveillance of fishing zone coupled with tough penalties reduce illegal fishing • No one is worse off as a result of this policy. It is assumed that local communities will benefit from this proposal.
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Table 5: Stating the proposed solution clearly

State the outcome(s) from the proposed solution(s)

Third, the outcome (immediate and medium terms) of the policy should be transparent. It is important for NGOs to explicitly state how the outcome of the proposed solution is linked to their strategic goals as well as those of the client. In most cases, clients would like to see how the proposed solution would advance its strategic goals. Table 6 provides an example.

	Question	Example
Outcome	• What is the immediate outcome of the proposed solution? • What is the medium and long-term outcome? • How are the immediate and medium term outcomes linked to the NGOs strategic goals?	• Reduction in illegal fishing in the Pacific fishing zones • More catch for local fishermen and sustainable livelihood for Pacific communities – reduction in poverty. • NGOs are working with regional governments and agencies to protect and develop the fisheries sector for sustainable livelihoods of local communities and a reduction in poverty.

Table 6: Summary of how to improve quality of policy submission

The sequence suggested for NGOs when preparing submissions provided a logical flow of the analysis for clients and stakeholders. It gives the analysis a very comprehensive structure and makes it easier for decision-makers to follow and to make a decision in the end.

8. EVALUATING OTHERS POLICY SUBMISSION

NGOs officials are now regular participants to national and regional meetings hosted by regional agencies and government ministries. They are invited, in most cases to represent a community (or communities) who has an interest in the matter discussed. Very often, policy submissions are discussed in these meetings prepared by various stakeholders including national and regional agencies. This part of the toolkit outlines a simple approach on how to go about making a good evaluation of a submission prepared by others.

In essence, the approach proposed follows our five-step model discussed earlier. As NGOs, your main purpose here is to make sure that your views and the views of the community that you represent are given due and fair consideration by the party (or parties) that prepared the submission. Following our five-step model, your job for instance is to determine whether the problem is clearly defined. Your next focus is to determine whether the problem definition reflects your perception as an NGO and the perception of the community you are representing. If not, then it is your responsibility to raise your concern. The same approach should be applied to other steps of our model. Table 7 provides an overview of key evaluation questions that guide you in order to carry out a rigorous and fair evaluation of the submission.

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Submission content	Evaluation questions
Policy problem	• Is the problem definition clear? • Does the definition reflect the view of the NGOs and the communities they represent? • How bad is the problem – is there evidence to prove it is a problem? • What do the NGOs and communities they represent think about such evidence? • What are the effects of the problem? • Do NGOs and communities they represent agree with such effects? • What are the causes of the problem? • Do NGOs and communities they represent agree with such causes?
Proposed solution	• Is the proposed solution clearly defined? • Does the proposed solution reflect the view of the NGOs and the communities they represent? • How realistic is the proposed solution? • Is there any evidence it was successfully applied elsewhere?
Solution outcomes	• Are the outcomes of the proposed solution clearly presented? • How realistic are the predicted outcomes? • How will the outcomes affect the NGOs and the communities they represent – positive or negative? • Are these outcomes in line with the expectations of NGOs and the communities they represent? • Do NGOs and communities they represent need such outcomes?

Table 7: Key questions to evaluate policy submission

The key evaluation questions presented in Table 7 are supposed to make NGOs officials analytical and evaluative when facing the task of evaluating submissions provided by other stakeholders. The questions provided are by no means exhaustive; NGOs officials are encouraged to add more questions that are relevant to their task. The main aim is to make sure that the views of NGOs and the communities they represent are integrated in the decision-making process.

Moreover, the evaluation questions should enable NGOs officials to make constructive input that adds value to the submission under scrutiny. It is a fact that public officials working in regional and national agencies are sometimes pressed with the view that NGOs are fault-finding and unrealistic. By presenting the views of the communities in a structured and constructive way NGOs should attract the attention of public officials and stakeholders.

9. THE ETHICS OF DOING POLICY ANALYSIS

This last section of the toolkit serves as a reminder to NGOs officials dealing with policy analysis about the importance of ethics when performing the task. In reality NGOs face numerous constraints when engaging in policy analysis. One in particular is the lack of funding. As a result NGOs officials responsible for the task are pressured to short-cut the process thus undermining the quality of analysis.

In addition, NGOs are pressured by their donors to advocate a particular solution rather than what is in the best interest of the communities they represent. This is why governments and stakeholders sometime perceive NGOs as the mount-piece of donor countries and agencies. These constraints could easily force NGOs to overlook ethical details critical to policy analysis.

Mintrom (2010) suggests several values that are central to conducting ethical policy analysis for public officials. These values are also relevant for NGOs officials who are involved in policy analysis. According to Mintrom, policy analysts should be guided with values like integrity, respect and concern. Courage is added to this list based on experience in policy analysis in government.

Integrity

Integrity according to Mintrom (2010) is about following high standards of honesty. Policy analysts should commit to the values of justice and fairness and are expected not to engage in behaviors that seek short-term gains through exploitive actions.

Importantly, integrity is compromised when proposed solution is based on limited and irrelevant evidence. This would result in poor policy outcomes especially for those who are affected.

For NGOs, they can sustain integrity by constant engagement with the communities they represent. This is their strength that they should take advantage of when conducting policy analysis. Limited engagement with the communities is perceived as lacking integrity and the result could be devastating for the members of the communities.

Respect

Policy analysts are urged to show respect for others. This means they have to acknowledge their humanity, their dignity and their right to be the people they are. It is important for policy analysts to respect the way they live, their needs and their aspirations.

NGOs can meet this requirement by including gender, the poor, ethnicity, women and children in the communities they are working with in their analysis, especially with respect to the definition of the problem and proposed solutions.

Concern

Concern is about caring about others and showing interest to be involved. This is one of the mandates of NGOs. They are supposed to show concern and be involved in advancing the lives of the communities they are representing. This aspect should explicitly reflect in their analysis.

Courage

NGOs officials need to have the courage to say what is in their best interest and the interest of the communities they represent. NGOs are shouldering enormous responsibilities to advance the livelihood of vulnerable groups in the region. They are obligated to be steadfast in their fight for their wellbeing irrespective of the constraints and challenges they face.

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11. APPENDIX 1: FIVE-STEP MODEL QUICK REFERENCE

Step1: Define the problem	Key features and leading questions	Example
What is the problem?	- Define problem using adjectives like: too high; too low; too much; excessive; too short etc. - Use evidence to quantify problem - Identify consequences of problem - Identify causes of the problem	- Too many illegal fishing boats fishing in the Pacific; 600 illegal fishing boats were detected in 2017 compared to 160 in 2016 - Less catch for local fishermen whose families depend on fishing for livelihood. This induces poverty in the region - Limited patrolling of fishing zones; light penalties;
Step 2: Generate alternatives	Key features and leading questions	Example
How can we solve the problem?	- What can we do as an NGO to resolve the problem? - How is this problem addressed in the past or other countries?	- As an NGO, you can propose several things: - Advocate to governments of region to increase patrolling of fishing zones; - Advocate to governments of the region to toughen penalties for illegal boats; - Advocate to governments of the region to build capacity of local fishermen via financial investment or fishing boats - Look for evidence of how countries in the region including Australia and NZ have dealt with the same problem. For instance, you might find evidence of how local NGO's in NZ have worked with the NZ government to address illegal fishing in NZ

Step 3: Project the outcomes	Key features and leading questions	Example
Which alternative will realistically address the problem? Using alternative (i) proposed in Step 2 as an example: Advocate to governments of the region to increase patrolling of fishing zones.	• If we put this alternative into effect, what would be the likely outcome(s)? • Is it the outcome we are looking for? • Who benefits from this outcome? • Who is going to be worse off from this outcome? • What could be other outcomes (unexpected outcomes)? • Would these be good or bad outcomes? Other techniques that could be used: • Using scenario – best and worst scenario Using the “other guy’s shoes” technique. Other guy includes: • Local fishermen and their families • Government • Owners of illegal fishing boats	• Likely outcome will be a reduction in number of illegal fishing boats in the Pacific; Increase in catch for local fishermen; Increase in income; reduction in poverty • Yes • Local communities who depend on the fisheries sector for livelihood • No-one except for the owners of illegal fishing boats • Taxpayers will pay more for the cost of increased fishing zone surveillance; • Not a bad outcome, should be looked at money wisely spent as this is the role of government • Best scenario – more surveillance of fishing zones and a reduction in illegal fishing. More catch for local fishermen; Increase in their household income; Improvement in standard of living • Worst scenario – no or limited surveillance of fishing zones and a sharp increase in illegal fishing. Less catch for local fisherman; substantial reduction in their household income; worsen of standard of living • They will be better off with the proposed alternative • Government will be paying more for extra surveillance, but that is the role of government • None of the concern of NGOs

Step 5: Make a decision	Key features and leading questions	Example
What is the best alternative?	- Remember step 3 is about identifying the alternative that has a strong connection to the expected outcome, while step 4 is about determining the alternative that is most likely to be accepted by the client (i.e. government, donor). - If it is hard to make a decision, consider going through the process again. - Also consider merging two alternatives. For example you might merge Alternative 1 and Alternative 2 proposed Step 2.	Following our analysis we strongly propose that government considers increasing patrolling of fishing zone.



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WWF-Pacific (Fiji)

4 Ma'afu Street
Private Mail Bag
Suva, Fiji Islands

Tel: +679 331 5533

Fax: +679 331 5410

wwfpacific.org