

Improvement of the quality of decision-taking processes in governmental administration by use of the potential of scientific and experts' communities

Report

Warsaw 2011

People – the best investment



HUMAN CAPITAL
HUMAN – BEST INVESTMENT!

KANCELARIA PREZESA RADY MINISTRÓW
 THE CHANCELLERY OF THE PRIME MINISTER

EUROPEAN UNION
EUROPEAN
SOCIAL FUND



Improvement of the quality of decision-taking processes in governmental administration by use of the potential of scientific and experts' communities

Report

Warsaw 2011



Final report from the study of "Improvement of the quality of decision-taking processes in governmental administration by use of the potential of scientific and experts' communities".

This publication has been co-financed by the European Union within the European Social Fund.

ISBN: 978-83-930035-2-5

Chancellery of the Prime Minister
Civil Service Department
Al. Ujazdowskie 1/3
00-583 Warsaw
Tel. (022) 694-76-14
www.dsc.kprm.gov.pl
www.procesydecyzyjne.pl

Table of contents

Table of contents	3
Summary (<i>Krystyna Gurbiel, Magdalena Tarczewska-Szymańska</i>)	7
1. Introduction (<i>Magdalena Tarczewska-Szymańska</i>)	15
2. Summary of the results of the first stage of the execution of the project (<i>Barbara Leszczyńska, Magdalena Tarczewska-Szymańska</i>)	17
2.1. Methodological approach	17
2.2. Methods and research techniques applied	19
2.3. Diagnosis of the decision-making system in governmental administration, taking into account the role of think tanks in this process.....	20
2.4. Governmental administration potential for cooperation with advisory institutions.....	22
2.5. Potential of advisory and analytical institutions	28
2.6. Purpose and economy of cooperation with advisory institutions in the decision-making process.....	33
2.7. Barriers to cooperation and possibility of eliminating them.....	37
3. Foreign experience related to cooperation of governmental administration with third party analytical and advisory institutions (<i>Beata Płonka</i>)	45
3.1. Reasons for using third party sources of knowledge and information	45
3.2. Stages of the process of public policy making versus the use of third party knowledge	46
3.3. Ways of acquiring third party knowledge	47
3.4. Requirements of the administration as to cooperation with third party experts	48
3.5. Sources of third party knowledge.....	49
3.6. Advantages and disadvantages of acquiring knowledge from third party sources.....	50
3.7. Mechanisms of acquiring and using internal knowledge in public administration	50
3.7.1. Ways of generating internal expert knowledge	50
3.7.2. Internal mechanisms of improving the quality of public policies	51
4. Conclusions and recommendations as to systemic, institutional or legislative changes (<i>Grzegorz Wiaderek</i>)	53
5. Description of the developed model of a decision-making system in governmental administration, using third party expert support (<i>Krystyna Gurbiel, Magdalena Tarczewska-Szymańska, Sławomir Wysocki</i>)	57
5.1. Decision-making models	57
5.1.1. The nature of decision-making processes: from certainty to uncertainty	57
5.1.2. Classical and managerial models	59
5.1.3. Models — a different typology: from rationality to activity	60
5.1.4. Theoretical models vs. practice and a model of cooperation between the administration and think tanks.....	62
5.2. Proposed approach to cooperation between governmental administration and analytical and advisory institutions	63
5.3. Analysis of the impact of the recommended model	68
5.3.1. Estimation of financial effects of implementation (costs/benefits).....	68
5.3.2. Estimation of the risk of proposed solutions	69

6. Designed indicators for measurement of trends/scales of utilisation of the potential of scientific and expert circles in works of governmental administration (Korneliusz Pylak)	75
7. Conclusions (Magdalena Tarczewska-Szymańska, Grzegorz Wiaderek, Sławomir Wysocki)	83
8. Table of recommendations (Magdalena Tarczewska-Szymańska, Grzegorz Wiaderek, Sławomir Wysocki)	87
9. Enclosures	95
9.1. Bibliography	95
9.2. List of institutions visited	98

Dear Readers,

The report has been elaborated within a system project of "Improvement of the quality of decision-taking processes in governmental administration by use of the potential of scientific and experts' communities". That project, carried out by the Department of Civil Services of the Chancellery of the Prime Minister, focuses on problems of participation of experts in the process of enhancement of analytical potential of governmental administration. The aim of the project is to improve decision-making mechanisms in the administration and, in consequence, to provide effective and efficient public management.

The report is the result of studies carried out in offices of governmental administration and analytical and advisory institutions, analysis of experience of other countries gathered during study visits, panels and seminar in which participated members of civil service corps representing ministers and central offices, including inspections and regulatory offices, as well as representatives of scientific and expert communities.

The publication opens a debate on the strengths and weaknesses of cooperation of governmental administration with third party producers of knowledge, desired directions of change and the need to develop this cooperation so that public policies be policies based on evidence and debates on new solutions be substantive. A prerequisite for that is providing interested communities participating in a debate – both public administration and civil society – access to the current, useful and high quality knowledge in a given area.

On the basis of conclusions and recommendations contained in the report there are developed guidelines for governmental administration pertaining to its cooperation with third party experts as well as a handbook which will facilitate employees of civil service to use the best knowledge available within the administration but also, if need be, within third party institutions.

I wish to thank all people and institutions that support the system project of "Improvement of the quality of decision-taking processes in governmental administration by use of the potential of scientific and experts' communities" with their expert knowledge and experience, and by thus contribute to develop optimum conditions of knowledge management within governmental administration and to use the potential of analytical and advisory institutions.



Artur Obłuski

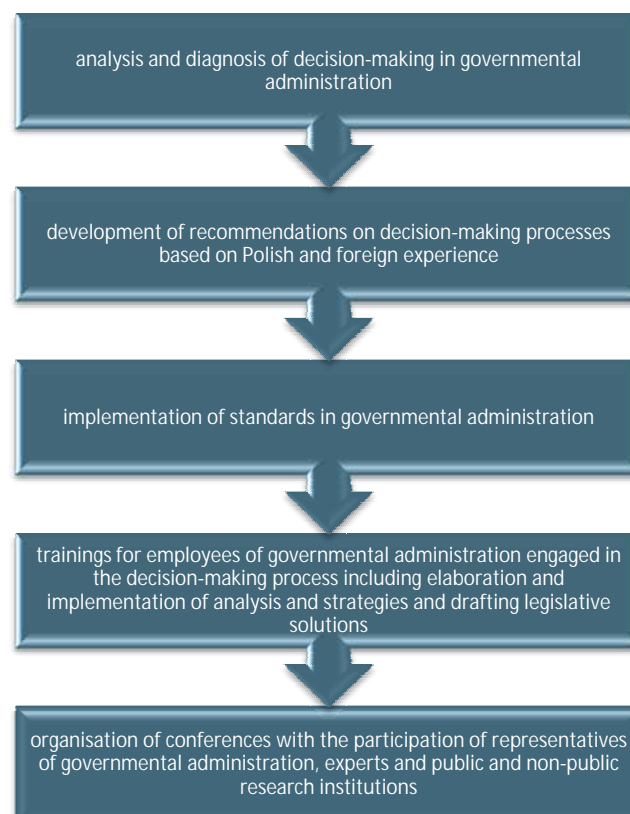
Deputy Director
of the Civil Service Department
at the Chancellery of the Prime Minister

Warsaw 2011

Summary

This Report has been elaborated following the execution of the project of "Improvement of the quality of decision-taking processes in governmental administration by use of the potential of scientific and experts' communities" by the Civil Service Department in the Chancellery of the Prime Minister financed from the European Social Fund within the framework of the Human Capital Operational Programme 2007-2013.

The project aimed at strengthening of decision-making mechanisms in governmental administration through development of tools improving the process of use of the potential of the scientific and experts' communities and it will be attained by execution of research and implementation of activities divided into five stages:



The first module pertained to carrying out a diagnosis of mechanisms of cooperation between governmental administration and analytical and advisory institutions. The effect of those works is the Initial Report which presents the methodology concept as well as the research results whose description is included in chapter 2 of this Report.

In accordance with the idea of the research, the following decision-making processes in governmental administration have been considered:

- ▶ development of **public policies**, strategic decisions and execution of selected strategies and governmental programmes,
- ▶ **enacting law**,
- ▶ conducting **evaluation research** and implementing recommendations resulting from the research conducted.

Execution of the research objectives required answering **research questions** that were grouped in the following areas:

- ▶ defining decision-making processes including legal framework for using the experts' knowledge.
- ▶ course of decision-making processes in governmental administration.
- ▶ key actors participating in decision-making processes and their potential.
- ▶ cooperation between the administration and third party institutions.
- ▶ perception of decision-making processes by the actors participating in those processes.
- ▶ opportunities and threats for the cooperation between governmental administration and third party institutions.

The methodology of the research was based on the triangulation of: **data sources, research methods and research perspectives**.

In order to answer the research questions posed the following research methods have been used:

- ▶ desk research,
- ▶ individual in-depth interviews,
- ▶ internet interviews (CAWI – Computer-Assisted Web Interviews),
- ▶ case studies.

The data obtained were submitted to quantitative and qualitative analysis and at the subsequent stage of the research they were verified during panels of experts.

During **analysis** of extensive material on decision-making processes and functioning of advisory institutions in the public sphere, which was rendered available in the form of **professional literature, studies and reports**, typologies of operating advisory institutions were made and models of decision-making existing in the administration were defined.

On the other hand, individual in-depth interviews provided us with a preliminary view on mutual assessment of functioning of those institutions. Already at that stage the respondents indicated **non-uniformity of approach towards using third party advisory services in the administration**. On the one hand many institutions value the support provided by third party advisors and use it willingly, but on the other there are also certain institutions and units that do not see any need to use such possibilities even if they have sufficient funds for that. Such a division has been well visible during the entire research. It has also revealed **the lack of formalised mechanisms that would enforce making use of third party advisory services** even in those areas where they seem to be needed the most: when making strategic decisions or drafting legal acts.

The above division has also been confirmed in the successive stage of the research: questionnaire interviews. Polarization of public administration in terms of using third party advisory services, resulting from the approach towards third party advisory services rather than formal mechanisms applied, determines also other differences identified. Units of administration that use third party support perceive that support much better in terms of its usefulness, nature of cooperation as well as the quality of products and services provided. Interestingly enough, they can overcome barriers indicated by those institutions which are not eager to cooperate with third party advisors, such as application of the Public Procurement Act or maintaining permanent relations with advisory institutions in order to improve their knowledge on current changes being introduced in the respective policy areas.

The thesis that using third party support depends on the approach presented and not on formal mechanisms has been confirmed by the **case studies** which revealed that various organisational units (departments) in one organisational entity presented completely different level of use of third party support: from total negation ("we do not need it") to intensive use of advisory support when making both strategic and operational decisions.

During qualitative research, in-depth interviews and case studies special attention was paid to the **potential of both parties to cooperate**. The results revealed again the diversity on the administration side: **units that cooperate in those terms on regular basis are better prepared for that cooperation** – they have staff that is a highly qualified partner for advisory institutions at various stages of cooperation: maintaining constant dialogue, preparing public procurement calls, conducting them, conducting research and receipt of a product or service. Respondents of both groups underlined that there had been revolutionary changes in that scope. Units that did not maintain regular cooperation with advisory institutions did not develop analytical potential, therefore they consider as a barrier any public procurement procedures or supervision over their execution that ensures receipt of high quality services.

The situation on the part of **advisory institutions** is also very **diversified** which results from a significant distinctness of those institutions that were included in the research and that represent a wide range of entities: from universities and scientific and research units through non-governmental organisations to private enterprises. Due to their different status those entities have also different potential. Universities finance their activities mainly from public funds obtained from outside the public procurement process. They have the most stable financial standing among the institutions examined, they also have experienced and highly qualified staff. Non-governmental organisations and advisory firms as their biggest problems indicate the lack of financial stability. Therefore, they do not have expert staff employed on the basis of permanent employment agreements but they rather cooperate with experts hired for the needs of certain enterprises or projects.

During the research execution the most crucial **barriers** that hinder cooperation have been identified. Apart from the approach barrier which was mentioned above, respondents acknowledged as a significant barrier the **problem of incomplete mutual understanding of the context and the objective of operations performed by both types of institutions**. Respondents from the administration underlined the lack of appropriate knowledge of the specific nature of functioning of the administration and limitations as far as decision-making is concerned. They also stressed that it often happened that consultants did not want to extend their analysis, they preferred to use their own knowledge rather than to carry out thorough in-depth research. On the other hand, representatives of advisory institutions indicated that the administration often expressed unrealistic expectations of third party advisory entities and it cannot estimate costs of in-depth analyses properly, nor can it communicate its needs precisely.

Analyses enabled also to formulate a conclusion that there were **other obstacles** that hindered development of think tank type institutions as well as conducting extensive and long-term research. The first obstacle concerns the **lack** – despite of the existence of a formal basis – of **constant, practical mechanism of cooperation** between governmental administration and think tank organisations, which would enable programming, accumulation and making use of knowledge available from third party advisory institutions. The second obstacle concerns **low availability of financing sources for long-term programmes** that would allow to build stable teams and research programmes.

The research also revealed a fundamental **problem concerning knowledge management in the administration**. Nearly all respondents indicated the **lack of coordination as far as obtaining expert opinions and ordering researches** are concerned. Such a coordination is ensured only in the area of the EU funds evaluation by the National Evaluation Unit (Krajowa Jednostka Oceny). In that area there function evaluation plans which constitute a tool to plan further research, evaluation groups which enable coordination of ordering research, as well as a mechanism of managing recommendations owing to which results of evaluation research are considered by decision-makers and then decisions are made on that basis. Respondents of that area underline efficiency of those mechanisms as well as easy access to researches carried out by other units in the EU funds area.

A complete **lack of coordination as far as ordering research and expert opinions** outside the structural funds area is concerned stands in contrast to that approach. As a matter of fact, there is no information available what research is ordered, it is also difficult to obtain results of the research carried out. Therefore there are recommendations needed as far as knowledge management in public administration is concerned, e.g. in the form of a website where various units could place results of researches or expert opinions ordered and – at the same time – they would have access to products obtained by other units of governmental administration.

In the practice of operation of public administration there is **no uniform and tested mechanism of estimation of costs of cooperation** between public administration and advisory institutions. **There are no developed standards to analyse effectiveness** of third party advisory costs, including analysis of costs in the case such support is missing (through introducing of a regulation which is burdened with serious faults that could be avoided if projects were subjected to extensive analysis beforehand). Development of such standards is suggested.

The researches conducted indicate that – despite numerous weaknesses – **institutions of public administration as well as advisory and analytical organisations have the necessary potential** for their mutual cooperation to be more effective and to serve development of better policies or legal acts.

A general conclusion is that **there are decision-making mechanisms in use which could constitute the basis for the improvement of the decision-making process and for the development of cooperation with external advisory and analytical centres**. They are as follows: Regulatory Impact Assessment system (the RIA system), mechanism of adopting the national development strategy and other development strategies and also evaluation mechanisms developed in the system of programming and spending of EU funds. The particularly significant area is the need to conduct *ex-post* research of the results of legal solutions introduced. However, the existing mechanisms should be extended to the areas where they do not function at present and, first and foremost, employees of public administration should be made convinced to use them, since the change of approach towards third party advisory services is the main barrier to making good use of them. It would be helpful in that scope to use guidelines showing in which areas third party advisory should be used and how to use it. Relevant trainings for employees of public administration in that scope seem necessary. The subject of trainings should be development of guidelines. The objective of trainings should be to present both advantages and threats of using the support of third party advisory services when making decisions of key importance.

Experience acquired during the study visits turned out very interesting and useful. The study visits were held in: the Netherlands, the United Kingdom, Sweden, the USA as well as in European institutions and think tanks cooperating with them. The experience gathered has been presented in chapter 3.

The basic reason that induces governmental administration in the visited countries to cooperate with advisory and analytical institutions is the common belief that **it is necessary to conduct evidence-based policy**. Making use of a third party expert opinion enables to acquire the latest knowledge in a given domain from those specialising in a specific subject matter (which is often a narrow field of expertise) by using complex methods of acquiring and analysing data, which does not fall within the tasks of the administration.

It is also worth underlining that during most of the study visits it was stressed that acquiring external knowledge does not necessarily mean that a political decision will be made based on that knowledge. The stage of making a decision itself has its own specific nature in terms of democracy. Finally, after adequate knowledge is acquired, political decision makers who supervise public administration make a decision to take or not to take under consideration the knowledge acquired taking into account possibilities to accept a given decision following the proper decision-making path (e.g. the parliamentary path).

In all the visited countries it was underlined that participation of the third party expert knowledge concerns in practice all stages of public policy making, however it is the biggest at the stage of **preparation of guidelines for public policy** as well as the **evaluation of the results of that policy**.

It turned out that in all the countries acquisition of expert knowledge may be made against payment or free of charge. In the case the knowledge is acquired against payment we deal with the following mechanisms:

- ▶ public procurement
- ▶ grants.

In all the countries the purchase of expert knowledge requires application of regulations on **public procurement**. Compliance with those regulations always results in lengthening of the entire process. In many countries there are mechanisms applied enabling greater flexibility of those procedures and thus speeding up of the process. Such mechanisms are **framework agreements** consisting in selection within one proceeding the contractor which for a certain time and within certain frameworks provides the scope of expert services which is rather vaguely defined in the tender documentation.

In the area of public procurement not only the question of procedures or the type of contact is important but also the **criteria of selection of contractors**. It is particularly important in the case of ordering expert services where ordering a service of the best possible quality is of value. In most of the countries visited, in the case of ordering research services, qualitative criteria predominate over the price criterion.

Sweden has a specific instrument to acquire expert knowledge through the establishment of the **committees of inquiry** in order to analyse specific subject-matter, consisting of experts invited who are paid for their work in the committee.

The mechanism of **grants** enables the bottom-up approach. In the case of a grant programme a public institution sets much more general and wider scope, while the project originators submit applications which may be included in that general and wide programme justifying the need to execute the same specific actions they propose. Grant systems are used in all the countries visited.

During the visits it was underlined that there is a need to upgrade skills and competences of public administration staff. Preparation of tender documentation in order to purchase research services including adequate quality criteria, elaboration of grant programmes, assessment of offers and grant applications and then cooperation with selected contractors or project originators requires certain knowledge from the employees of the public administration.

Improvement of competences of employees of the administration in that scope is enhanced not only by the recruitment of persons with proper educational background but also by the phenomenon of the so-called revolving door, i.e. moving of employees from private to public sector and from public to private sector, which is particularly noticeable in the USA and UK, but is not so common in the Netherlands, Sweden or EU institutions.

In all the countries visited it was underlined that acquisition of third party knowledge is indispensable for better governance and better regulations. That has been conducted in the countries visited for many years, which resulted in working out of flexible cooperation forms, tightening the cooperation as well as great trust between the parties. However, acquiring of external knowledge results in some side effects perceived as the weaknesses of that practice. There were certain critical voices concerning legitimization of decisions made based on advice of persons who were not elected in general elections, and certain difficulties on the part of the administration in terms of acquisition of specific knowledge which would be useful for a decision-making process were also indicated. It was underlined that third party experts and civil servants speak different languages, have different needs and often cannot understand one another properly.

In all the countries the weakness of third party knowledge acquisition is the time consumption and the costs of the process itself.

The results of the research, discussing them during the expert panels as well as interesting experience acquired during the study visits provided for formulation of proposals for solutions which could be implemented in Polish governmental administration. Description of proposals in that scope is included in chapter 4.

Chapter 5 contains a presentation of the cooperation model proposed.

The proposed model for decision-making in governmental administration covers the following areas:

- ▶ development of **public policies**, strategic decisions and execution of selected strategies and government programmes, including execution of **evaluation research**.
- ▶ enacting **law**, including execution of **evaluation research**.

Moreover, it was assumed that each public policy is a system that has three following functions to perform¹:

- ▶ strategic function ensuring accurate (well addressed) direction of funds and actions for key needs in a given area. That function covers the process of status diagnosis, the process of strategy development and the process of strategy consultation and approval.
- ▶ implementing function ensuring that funds and actions will be used in purposeful and effective way. That function covers the financing processes, implementing processes and the processes of monitoring and control.
- ▶ reflective function to formulate conclusions from observations on how a policy is being executed and gather knowledge in order to streamline the actions taken. Within the framework

of that function the vital processes are: identifying issues crucial for a given policy (e.g. through risk analysis, etc.), conducting evaluation in order to acquire information as to the extent to which objectives are executed, making use of the information acquired i.e. knowledge management in a given organisation/system.

The above systems depiction of public policies enables to use classic depiction of the public policies cycle for description of the model of decision-making process in governmental administration in the case third party expert support is used². That cycle is composed of the following elements:

- ▶ identification of problems and social questions;
- ▶ analysis of policies and selection of solutions;
- ▶ development of tools (legislative draft, programme draft, etc.);
- ▶ consultation of solutions proposed;
- ▶ *ex ante* evaluation and making corrections;
- ▶ making decision on the execution;
- ▶ implementation, monitoring, ongoing evaluation;
- ▶ *ex post* evaluation.

As we can see, that cycle has in-build mechanisms consisting in making evidence-based decisions as well as in permanent "learning" by both the organisation itself and its staff. The support of analytical and advisory institutions may and often should be used at each stage of the cycle. At the same time, the cooperation should be based on clear rules accepted by the administration concerning: flexibility, openness and innovativeness, explicitness, completeness, knowledge management and evaluation.

Implementation of the above assumptions to the practice of decision-making processes in governmental administration should contribute to improvement of the quality of public policies developed and executed as well as the quality of drafts of normative acts by basing them on evidence and research results. Moreover, it should serve the improvement of effectiveness of governmental administration activities through the use of expert knowledge and intellectual potential as well as the research potential of analytical and advisory institutions in the government decision-making processes. A significant effect will also be enforcement of legitimation of the public policies developed and executed as well as legal solutions implemented.

Implementation of the above approach would be possible provided that those decisions are taken in the proper legal form. The form suggested in this report consists in the guidelines addressed to entire governmental administration that regulates the area of cooperation between the public administration and analytical and advisory institutions as well as the rules which should govern such a cooperation.

Another suggestion is permanent improvement of the governmental administration's competences concerning the cooperation with analytical and advisory institutions, encompassing, among others, knowledge management, ability to formulate qualitative criteria for selection of offers in the public procurement procedure, knowledge of analytical and advisory institutions in terms of the administration's operational areas, knowledge of public policies cycle and the significance of the evidence-based policy in that cycle.

Improvement of functioning of the Regulatory Impact Assessment should also be continued as well as the *ex-post* assessment of the approved legal solutions introduced. There are certain attempts made already in both areas, however, the effects are not and may not be satisfactory.

The next area that requires improvement is the financing of think tanks, in particular those functioning as non-governmental organisations, since financial limits are a significant barrier to their development.

The method to measure the effectiveness of cooperation has been proposed in chapter 6 which includes suggestions for indicators of various types.

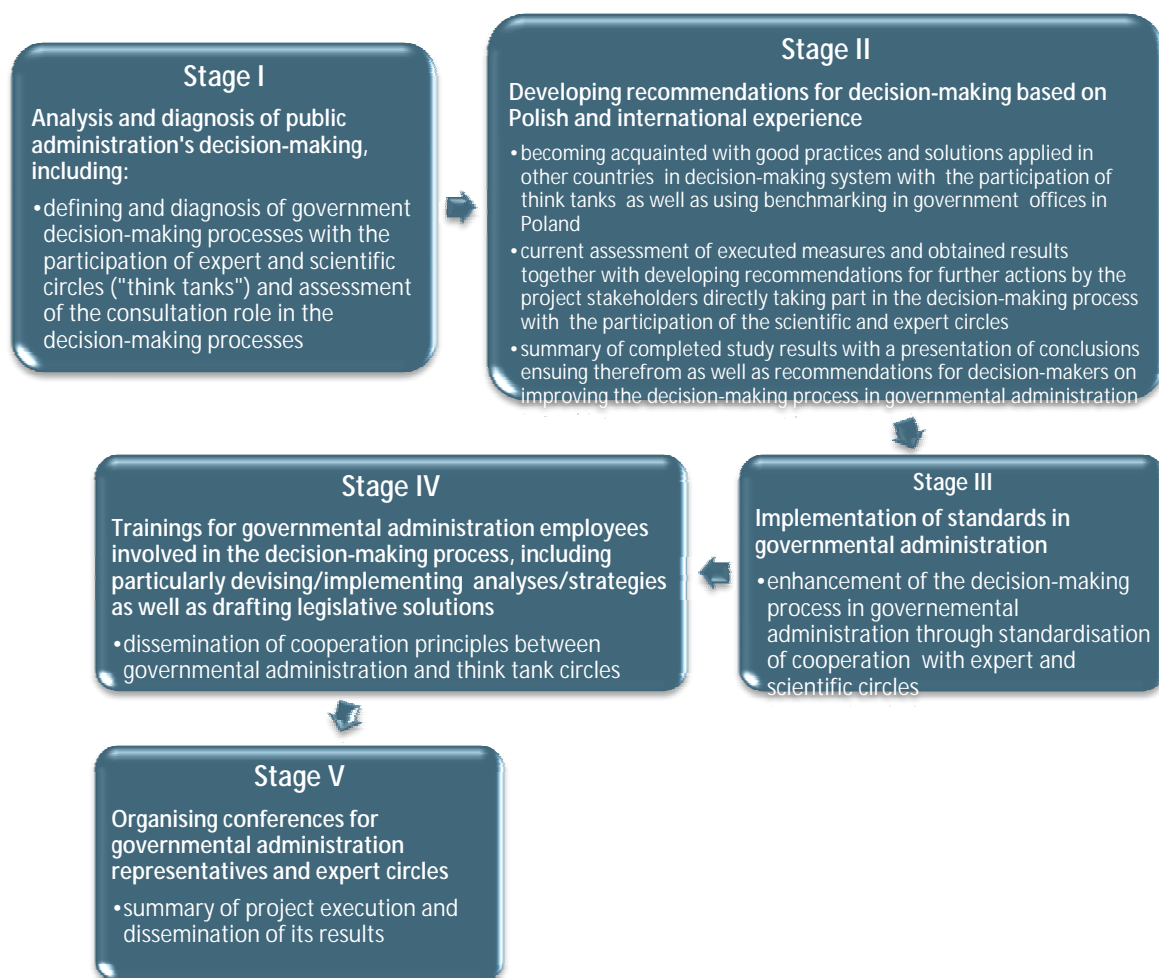
Chapter 7 presents conclusions referring to the entire project and chapter 8 includes a table of recommendations with suggestions for changes accompanied with the anticipated effects and description of the risks that might influence the implementation of those recommendations.

1. Introduction

This Report has been elaborated following the execution of the project of "Improving of the quality of decision-taking processes in governmental administration by use of the potential of scientific and expert communities" by the Civil Service Department in the Chancellery of the Prime Minister financed from the European Social Fund within the framework of the Human Capital Operational Programme 2007-2013.

The project aimed at strengthening of decision-making mechanisms in governmental administration through development of tools improving the process of use of the potential of scientific and expert communities.

The project is executed in the following stages:



This Report is the result of the execution of stage II of the project.

2. Summary of the results of the first stage of the execution of the project

The first stage of the execution of the project was focused on an analysis and diagnosis of decision-making processes in governmental administration, including defining and diagnosing decision-making processes in governmental administration with the participation of expert and scientific communities (think tanks) and the assessment of the role of advisory services in decision-making processes.

2.1. Methodological approach

In order to fully achieve the objectives of the project, its study module covered a wide range of **study areas** important for the project subject:

- ▶ Defining the concept of decision-making processes, key areas where they occur as well as areas in which **using current knowledge is particularly significant**,
- ▶ **Diagnosis** of decision-making processes by governmental administration and areas in which using current scientific knowledge is particularly significant:
 - ▶ planning and execution (initiating the decision-making process, timely execution thereof, participation of internal and third party actors, evaluation of decisions taken),
 - ▶ coordination of decision-making processes,
 - ▶ theory versus practice – defining which theoretical approaches and to what extent describe the studied reality and what the consequences are,
 - ▶ preparation of RIA (Regulatory Impact Assessment),
 - ▶ socialisation of decision-making processes – the role of consultation in decision-making processes, third party institutions and consultations,
 - ▶ using evaluation results in decision-making processes,
 - ▶ governmental administration needs for third party consulting.
- ▶ Main **actors** in decision-making processes:
 - ▶ Units responsible for analyses, studies and legislative process in governmental administration
 - ▶ Manner of **organising** and anchoring in government office,
 - ▶ **Potential** – of knowledge, people, social, material; budgets of individual government units,
 - ▶ **Collaborative** actions of units responsible for analyses, studies and legislative process,
 - ▶ **Cumulating knowledge** in units responsible for analyses, studies and legislative process.
 - ▶ **Third party institutions** providing services to public administrations and their potential
 - ▶ Defining independent advisory services,
 - ▶ Exact **typology of third party institutions providing services for public administrations**,
 - ▶ Potential – of knowledge, experience, social, material,
 - ▶ Assessment – by administration – of third party institution supporting administrative decision-making processes.

- ▶ **Stakeholders** – defining their participation level in decisions taken by public administration, method for learning their opinions and interest in the process.

Cooperation between public administration and third party institutions:

- ▶ The role of third party institutions in the decision-making process,
 - ▶ Legal framework of cooperation,
 - ▶ Principles of cooperation,
 - ▶ Extent of provided services – products ensuing from the said cooperation,
 - ▶ Scale, costs and advantages of cooperation,
 - ▶ Problems arising within the cooperation and methods of overcoming them,
 - ▶ Extent of regular cooperation between the administration and research centres (agreements, etc.).
- ▶ **Perception** of decision-making processes by actors participating in them:
 - ▶ Opinions of unit employees – responsible for analyses, studies and legislative process in public offices – on the course of the decision-making process and its consequences,
 - ▶ Perception of third party advisory role and evaluation in the decision-making process by public administration,
 - ▶ Opinions of third party institutions providing services for public administration on decision-making processes themselves and on their possible role.
 - ▶ **Opportunities for and threats of cooperation** between public administration and third party institutions:
 - ▶ Areas of operation of governmental administration, in which cooperation with third party institutions would be most useful and effective,
 - ▶ Strengths and weaknesses of think tanks' effect on decision-making, private consulting and research companies,
 - ▶ Effects of scientific and expert circles involvement on decision-making process,
 - ▶ Method for improving decision-making system by cooperating with scientific and expert circles.
 - ▶ **Cooperation mechanisms** between administration and third party institutions implemented in other countries:
 - ▶ Advantages and disadvantages of approved approaches,
 - ▶ Good practices which could be applied under Polish conditions.

The project focused on **the most significant decision-making processes** in public administration, such as:

- ▶ developing **public policies**, strategic decisions as well as execution of selected government strategies and programmes,
- ▶ enacting **law**,
- ▶ carrying out **evaluation studies** and implementing recommendations ensuing from the results of the study.

The study encompassed both central and regional level public administration entities, as well as institutions providing advisory support.

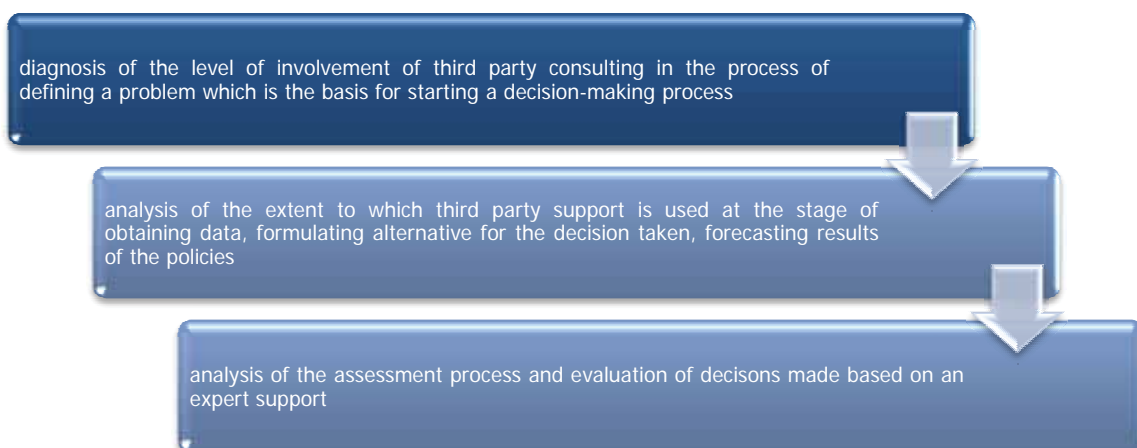
In the study of **public administration offices**, attention was focused on units which in a significant way participate in the decision-making process, that is on units participating in the legislative process, units whose function is to analyse and make strategies in the area of interest of a given administration office, as well as on teams of advisors.

Many **institutions providing advisory services** for governmental administration were encompassed by the study, namely academic centres, "think tank"-type non-governmental organisations and private consulting, advisory, analytical and expert entities commissioned by governmental administration. In the following chapters of this report, the above-mentioned institution types will generally be referred to as advisory institutions providing services to the public administration.

For the purpose of the study an analysis and selection of the **decision-making processes analysis** method was made. The bases for the said analysis were supposed to be model and tested principles of developing public policies, including methods and extent of using third party advisory services. The concept presented by Eugene Bardach¹ was taken as the basic one. The concept is based on the so-called eight-step path in the analysis of public policies.

According to this concept, the diagnosis and analysis of public policies should check the correctness of the diagnoses and situation definitions accepted by politicians, establish causality dependencies, balance resources vital for operation and outline scripts ensuing from proposed measures. It is here that the room for independent consulting exists.

In the study, E. Bardach's concept is applied as follows:



2.2. Methods and research techniques applied

In the study a wide range of methods and research techniques was applied in order to gather rich and comprehensive data originating both from desk research and collected data, and their subsequent analysis and assessment. That range included:

¹ E. Bardach, *Praktyczny poradnik do analizy polityk publicznych [Practical guide to the analysis of public policies]*, MSAP UE, Cracow 2007.

- ▶ analysis of documents and professional literature (listed in the enclosure to the report),
- ▶ individual in-depth interviews:
 - ▶ with representatives of governmental administration: Chancellery of the Prime Minister and the Ministry of Regional Development,
 - ▶ third party experts cooperating with governmental administration;
- ▶ Computer-Assisted Web Interviews – CAWI:
 - ▶ with all units of central and provincial government units (units responsible for research and analysis and the legislation process),
 - ▶ with institutions which may render advisory and analytical services to governmental administration, which belong to the following types of institutions:
 - ▶ universities,
 - ▶ research and development units,
 - ▶ non-governmental organisations dealing with public policy,
 - ▶ consulting firms;
- ▶ case studies of decision-making processes,
- ▶ meetings with representatives of governmental administration and expert institutions in the USA, the United Kingdom, the Netherlands, Sweden and institutions of the European Union and European think tanks.

2.3. Diagnosis of the decision-making system in governmental administration, taking into account the role of think tanks in this process

At the first stage of the diagnosis carried out there were indicated key areas in which decision-making by governmental administration should take into account cooperation with analytical and advisory institutions. Thus, it was deemed that such a cooperation should take place in the case of decisions pertaining to the following areas:

1. development and execution of a strategy, government programmes,
2. enacting law,
3. evaluation and implementation of its results.

The study carried out showed that in the Polish system there are **mechanisms meeting the criteria of model decision-making processes** on which decision-making process may be based without the need for revolutionary change or reform. The problem is the practical use and the ability of their effective use by the public administration, including their use to acquire knowledge from third party institutions.

The mechanisms referred to above include in particular:

- ▶ Regulatory Impact Assessment System (RIA) introduced as mandatory for the government legislation drafts.

- ▶ The mechanism of adopting a strategy of development introduced by the provisions of the Act of 6 December 2006 on principles of development policy.
- ▶ Evaluation mechanisms developed in the programming system and spending of structural funds and European funds.

A notable problem is the **lack of clear legal framework and established study practices as well as law function assessment** (*ex post* study of introduced regulation). Such studies are sporadic and fragmentary. A very interesting initiative in this regard is executed by the Ministry of Economy where, since May 2009, an *ex post* assessment has been conducted of functioning of Polish legislation drafts prepared by the Ministry. The introduction of this element to the practice of the functioning of the Polish administration as a commonly binding standard would not only favour the creation of coherent and logical solutions, but also force closer cooperation with the third party circles.

The Regulatory Impact Assessment System, as a viable mechanism, has operated in Polish governmental administration since 2001. Due to its characteristics similar to those of decision-making model it may serve as a basis for building a model of cooperation between the administration and third party advisory centres. This is confirmed by the results of the case studies. The practice of this mechanism is not optimal, and – according to researchers – needs change. Such changes are made and tested also currently within a different system project of the Chancellery of the Prime Minister – Innovative System of Support of Regulatory Assessments and Investment Decisions (ISWORD). During the execution of the project a set of tools will be developed and implemented, which will allow for a quantitative analysis of costs and benefits of the drafted regulatory changes. The tools will be based on solid micro- and macroeconomic foundation. The project will focus, however, only on the tools in such areas as: environment, infrastructure and social and demographic changes². Emerging ideas³ for a change within government decision-making process, including the very principles of developing RIA, are consistent with the conclusions that result from studies.

The mechanisms for the creation of development strategy, introduced by the Act on the principles of conducting development policy, constitute an orderly mechanism for the investigation of the findings relevant to the development challenges of the country or in a specific area of public life. This mechanism includes: diagnosis of the situation, forecast of development trends, identification of strategic objectives, identification of system performance, and financial framework and performance indicators. Conducting extensive research and analysis is therefore required. The conducted case studies confirm the usefulness of this mechanism in the accumulation of knowledge and the consequent need to frequently reach for third party support.

The system of programming and spending of European funds and the related legal regulations require that the Polish administration use mechanisms of evaluation research of a particular standard and quality. This mechanism – which has existed in the Polish administration for several years – is a source of good practices. The study indicates that these practices should be the basis for the evaluation of the implementation mechanism also where sources of funding are national ones.

² Information obtained from the website: <http://ibs.org.pl/projekt/isword>, as at 18 May 2011

³ E.g. Proposal presented over a year ago by a member of strategic consultants' team of the Prime Minister. See: P. Rymaszewski, *Proces stanowienia prawa na poziomie władzy wykonawczej, Cztery stadia działania – analiza funkcjonalna /wersja robocza/*. [Establishing a law at the executive authority level. Four stages of action – a functional analysis /draft version/] www.zdsp.gov.pl/opracowania.

I. Jackiewicz, *Strategia rozwoju systemu oceny skutków regulacji...*, [Regulatory impact assessment system development strategy...] pp. 129–132.

2.4. Governmental administration potential for cooperation with advisory institutions

Assessment of governmental administration potential was carried out in two dimensions. First, it concerned **the state and status of organisational units** whose responsibilities include working with third party advisory bodies, and secondly, **public administration capacity to accumulate knowledge** on programming and implementation of cooperation with third party analytical and advisory centres.

In cooperation with third party experts, the most important role (in principle) should be played by units responsible for research and analyses, and by units responsible for the legislative process. Legislative units are involved (in principle) in the decision-making process, even if the process is carried out by other substantive units. Thus, the study was mostly focused in those two types of units.

As to educational background of employees of the studied units, in the units responsible for the legislative process work mainly lawyers and the units involved in the research and analyses are dominated by economists, followed by lawyers and humanists. Experience in broadly understood institutions which may offer advisory services to government is very rare.

The study showed that the **level of education of key personnel of organisational units is adequate, what is noticeable is the lack of people with sociological background, which best prepares for the programming and conducting research and analyses**. It is worth noting that under Polish conditions of administrative offices, **there is no rule of "revolving doors"**, i.e. a regular change of a place of work between the governmental administration and advisory institutions. The direction of moving of human resources is from the governmental administration to analytical and advisory institutions, there is no staff rotation in the opposite direction, which results in the lack of employees who understand the specific nature of functioning of universities, non-governmental organisations or private companies in administration.

Appropriate staff potential is not a determinant of success – in cooperation with third party experts, processing, analysing data, coordinating or decision-making process. An important element is the actual way of using this potential in the process of management of human resources in the administration, including in particular the performance of the units responsible for research and the units responsible for the legislative process. Therefore, the key element was to determine what place in the decision-making process take given units, which was possible mainly owing to case studies.

On the basis of case studies, we may assume in the decision-making units the greatest role is played by substantive units responsible for the area which is the subject of a decision-making process. Only in some ministries (among those which were the subject of the case studies), there are separate analytical units focused on the substantive support of all tasks performed in this institution. The most common model is a combination in a given unit (a ministry or department) of functions assigned to the contractor carrying out the tasks with the conducting – if need be – analyses. As a rule, substantive units are responsible for the overall decision-making process and they decide whether they need support in the form of research or expert opinions provided by third party entities or they base on the knowledge available at the office. As demonstrated by the case studies, the latter takes place more often. In the course of the case studies, there were noted controversies with regard to cooperation between substantive units and units responsible for research and analyses, or legal units.

Some substantive units paid little attention to the inadequate quality or comprehensiveness of the support, in particular legal units.

Important information concerning the management of knowledge accumulated was gathered from the case studies. As it may be established, primarily knowledge resources that are in the possession of the office or ministry are used on their bases. Inside information is often supplemented with general statistics, reports and studies, e.g. in the case of the Strategy for the Support of Development of Civil Society, the Civil Society Index was used, studies of Stowarzyszenie Klon-Jawor, analyses and research carried out under the KOMPAS scheme run by the Institute of Public Affairs. The decision-making process also uses the substantive support of individual experts who express their opinions or advise at different stages of the decision-making process.

A negative phenomenon observed in the course of execution of the study was a certain "loss of knowledge" due to rotation of employees. It turned out that in some cases it was difficult to reconstruct the decision-making process (close in time) as its participants were no longer employed in a given institution.

Allowing for the "loss of knowledge" may negatively affect not only the efficiency of decision-making processes, but also the quality of decisions. According to Malhotr⁴, in a modern organisation 26% of knowledge is accumulated in the form of paper documents, 20% - in electronic form, and as many as 42% of this knowledge is in the heads of workers. Such knowledge, called latent knowledge or tacit knowledge, is a necessary or even deciding type of knowledge needed for decision-making process, which today is the essence of management⁵. Tacit knowledge has high operation values⁶. Underestimating the tacit knowledge often translates into tangible negative effects, such as the necessity to employ people with similar competencies and the associated financial implications (e.g. cost of recruitment, selection and training), time (e.g. delay of ongoing work), etc.

The risk of the lack of knowledge management system in the organisation (including administration) consists in the fact that in current and planned activities of the institution it does not use past experience, which does not increase the level of organisational knowledge. At a low level of knowledge or the lack of organisational skills of its use, the organisation/institution unnecessarily "preaches to the converted", which limits not only its development but also innovativeness.

Management theories of the 1960s mentioned task/target groups, while the 1990s focused on the management by objectives/performance, etc., and the sense of management in the 21st century lies in knowledge management⁷. To meet rapidly emerging challenges, also public administration should develop efficient and effective knowledge management system, based on an effective communication system.

Looking at case studies, one may clearly see some **shortcomings in the analytical potential and skills of knowledge management** in the ministries and offices. They are confirmed by findings of

⁴ Malhotr, Y., *Knowledge Management, Knowledge organizations & Knowledge Workers*, 2001 [http://www.brint.com/interview/maeil.htm].

⁵ Kisielnicki, J., *Zarządzanie wiedzą we współczesnych organizacjach* [w:] *Zarządzanie wiedzą w systemach informacyjnych*, Wydawnictwo Akademii Ekonomicznej we Wrocławiu, Wrocław 2004. [Knowledge management in modern organisations – Knowledge management in information systems]; Published by the Academy of Economics in Wrocław, Wrocław 2004].

⁶ Nonaka, I., Takeuchi H., *Kierowanie wiedzą w organizacji* [*The knowledge-creating company*], Poltext, Warsaw 2000.

⁷ Tiwana, A., *Knowledge Management Toolkit, The: Practical Techniques for Building a Knowledge Management System*, Pearson Education, 2002.

the report⁸ on Polish ministries as learning organisations. The following was established in the report⁹ – based on the analysis of four ministries (economy, regional development, environment, transport) – among others:

“No regular analyses of own actions are made, third party interactions are virtually non-existent in the institutionalised form, *ad hoc* expert solutions are nevertheless applied. Although one can speak of self-reflection on the level of individuals and smaller teams, it – due to the lack of clearly defined goals – only takes the form of a corrective action. The lack of efficient structures of storage and distribution of knowledge often results in the fact that it is lost and must be generated anew. [...] New solutions are introduced, without prior testing, and their effects are not subject to critical analysis. Ministries operate thus in the state of permanent change, without knowledge of the direction and the possible effects of further reforms. This makes it impossible to make meaningful improvement activities and reduces all activity associated with learning to action in reaction (‘fire fighting’).”

Conclusions of this type require careful planning of changes within the same process and decision-making mechanisms in the administration with a third party expert support. It seems justified to make a hypothesis that a radical and structural change including all ministries and central offices at once is highly unlikely. It needs to be more gradual, but thought-over, coordinated and based on a long-term vision and changes in various areas of public administration. These areas have been indicated in the recommendations.

Respondents who were interviewed as part of case studies, from both the government and experts, focused on the large difference between the part of the administration associated with European funds and the one which does not participate in their spending. Institutions benefiting from EU funds are more likely to benefit from third party expert support. The reasons for this state of affairs were given by the respondents in the study. All of them pointed to the fact that ordering and execution of research in their offices are only possible through the allocation of funds for this purpose from the European funds, and very often they are associated with the EU requirement to conduct research. It should also be emphasised that evaluation is the domain of institutions related to European funds. It should, however, be noted that EU funds are also used for research and non-evaluation analysis, for example expert opinions procured under the project system “Diagnosing the local government in selected aspects of its operation and support of decentralisation of public administration reforms”, which were used to prepare the draft of an act on the provincial governor and governmental administration in the province.

Attention should be paid to the Ministry of Regional Development and its approach to creating the strategy. The MRD is an example of a type of institution in which there is significant organisational and analytical potential, considerable scope for the use of EU funds and the need to use the principles of programming envisaging the use of third party expert support. The process of creating the strategy in this ministry, analysed under the case study, should be deemed successful. The following elements have contributed, as it may be inferred, to the success of the strategy developed by the MRD:

⁸ Raport z projektu *Polskie ministerstwa jako organizacje uczące się – analiza potencjału w kontekście realizacji zasady “good governance”*, [Report of the *Polish ministries as learning organisations – potential analysis in the “good governance” principle project*], p. 50 and subsequent pages.

⁹ Ibid. p. 51.

- ▶ The model of works in the ministry, characterised by an analytical approach to issues, is largely a consequence of the organisational and intellectual potential of one of the departments which has the largest share in important decision-making processes of the MRD.
- ▶ Direct disposal by a department of European funds within the so-called technical assistance for expert opinions, analyses, opinions, etc., or the possibility to influence the trustees of these funds.
- ▶ Legal mechanisms (the provisions of the act on conducting the development policy), requiring the so-called strategic programming, namely an approach that is similar in its assumptions to the model which is the basis for research works.

A key factor determining the process of strategy development in the MRD was the **high level of motivation and at the same time competence of the "host" of the strategy**. This provided strong leadership throughout the process and meant that the strategy was a product prepared by the department with the use of third party expert opinion and support (including the one accumulated during the public consultation). Owing to the extensive support, a relatively high level of sense of joint ownership of this document was attained, in particular key stakeholders, i.e. provincial local governments and expert circles.

Generally, the process of creating may be considered a good practice strategy, skilfully using different methods and techniques of cooperation, maintaining **consistency in relation to the strategic vision adopted**, and at the same time possible, **open and participatory approach**.

For comparison, the process of creating one of the national programmes of another ministry may be indicated. This programme is the result of the obligations that have been imposed on Poland by the European Commission. The works have involved other ministries which provided the necessary information. In reality, however, the programme was prepared in its entirety within the structures of a single ministry. During the work on the document it was not planned to obtain the support in the form of calls for participation of third party partners and third party advisors (such as companies that specialise in research or diagnosis). According to respondents, "there was no need, since all the information necessary to prepare the document was available in the Ministry" and "due to the lack of funds" for this purpose. Studies of opinions of stakeholders, which the respondents substantiated by the lack of such a possibility, were not conducted as "the programme was too broad, i.e. addressed to numerous and diverse groups across the country". As a result, the programme was created by a unit responsible for research and analyses at the ministry, which coordinated the work on the development of the document, but did not conduct separate studies for the programme or not commissioned such research.

The way to create the document was not isolated, decision-making process undertaken in one of the ministries had a very similar course. The difference was, however, that in its programming (including the specification of problems) support was sought provided under the advisory system projects of one of the activities of the Human Capital Operational Programme. The starting point of this programme is similar – it is an obligation of Poland towards the European Commission, reinforced by additional internal premises under the Government's priorities and real problems in the area of law making.

The issue combining many elements of the previously identified ones is the creation of one of the strategies, this time by the Ministry of Labour and Social Policy. Similarly as during the work on the strategy of the Ministry of Regional Development, a few good practices were executed here. The most important positive aspects of this decision-making process include:

1. **Current and open cooperation with stakeholders**

During the drafting of the document stakeholders of the strategy were correctly identified (these were mainly NGOs but also local governmental administration and economic and social partners). Gaining their opinions and observations took place both during the formal public consultations, as well as on an ongoing basis by the Council of Public Benefit Activity and during meetings and seminars.

2. **Using the potential of the substantive department and of the permanent advisory and opinion-making body**

The Department has become a key place where the knowledge was accumulated and the process of preparing and modifying the strategy and the National Operational Programme was organised. A natural complement to the work of the department were the opinions and discussions at the Council and of its appointed teams.

3. **Correlating work on strategy with works on other programmes of strategic and operational nature**

Work and analyses were coordinated by the Substantive Department. Linking strategies with other programmes resulted in the need to take into account their complementarity and mutual integration of the goals and the scope of activities. This allowed for exploiting the potential and knowledge accumulated in other units in order to develop appropriate documents.

As an example of good practice should also be considered a case of preparation of one of the acts by the Ministry of Science and Higher Education. During the more than two-year-long work on the draft of the amendment to the act, in the decision-making process there were used not only third party expert opinions, but also opinions of the scientific and academic circles (including students), and even opinions of employers. Extensive and repeated three times public consultation enabled to draw up a bill that modernises the academic career path and at the same time gains acceptance of stakeholders. It should also be noted that the main role in the decision-making was played by representatives of departments of the Ministry of Science and Higher Education, who were assigned to work on that amendment. It can be concluded that the strategy of work, involving assignment of tasks to working groups consisting of representatives of different departments of the Ministry of Science and Higher Education (legal, strategy, financing of higher education), worked. Where appropriate, working groups (at each stage) had the ability to order independent expert opinions, which increased the dynamics of works.

Based on a comparison of case studies, a thesis may be put forward that with regard to the use of third party knowledge there are substantial differences between institutions associated with EU funds and those which do not benefit from these funds.

Reasons for which the offices not related to funds do not benefit from third party support – according to “fund” institutions – stem from:

- ▶ lack of awareness of the usefulness (and in some cases the need) to conduct research and analyses with third party support,
- ▶ reluctance to share with third party experts the problems occurring in the office or in the area for which authority is responsible (the so-called "not taking rubbish" outside the office),
- ▶ treatment of studies as a control, rather than as a tool to be used to take informed decisions,

- ▶ lack of qualified staff, capable of creating accurate tender documents for procurement of analyses and expert opinions, cooperating at the research stage and receiving the final products,
- ▶ lack of financial resources for research.

The conducted case studies also allow to claim that cooperation with entities providing expert knowledge is a skill in itself. Institutions benefiting from advisory services and research provided by third party bodies indicate that with increasing experience in cooperation with third party experts not only increases the understanding of the desirability of such cooperation, but also skills are developed of using the existing formal and legal framework of cooperation.

Effective cooperation that brings tangible results encourages the use of third party expert knowledge in decision-making processes. Respondents note that **the submitted analyses, research and expert opinions may often allow to look at the subject of decision-making process from a distance**, which helps to prepare and ultimately make a better decision. As is shown in the analysed cases, more frequent use of third party institutionalised experts makes public administration learn to use the framework set out by the Public Procurement Law for effective cooperation. In practice, offices acquire the ability to create terms of reference to facilitate the selection of a contractor that will provide high quality services. Respondents pointed here to limiting the price criteria for the benefit of substantive criteria, relating to the experience of an institutional contractor, their expert team, etc. At the same time, contracting parties learn how to prepare a detailed description of the object of the contract, specifying the substantive scope of cooperation so that the product obtained respond to the needs of the office.

At the same time, respondents representing governmental administration pointed to the **lack of mechanisms to coordinate commissioned studies and to share expert knowledge** achieved by means of execution of orders in the administration. They added also that such coordination exists within the European funds where are groups controlling evaluation at the level of each operational programme. But there is no such coordination at the level of entire governmental administration. There is a lack of knowledge of what studies are ordered and it is difficult to find the results of these studies. Often they are not even published on the website, which is a standard practice in the case of evaluations financed from structural funds.

The study also revealed the **lack of units coordinating the research** within a given department. There were also cases where, despite the formal existence of a department responsible for research in the ministry, it was not involved in the procurement of evaluation studies conducted in substantive departments.

The problem of inadequate coordination of research, sharing knowledge and joint development of the analytical potential of the administration is noticeable and strongly emphasised. In assessing the way of sharing knowledge, the great discretion of individual offices and the lack of mechanisms developed in this area should be noted. Each of the offices endeavours to increase the use of knowledge, those are not, however, uniform and common practices. There is also no common knowledge base, where individuals could publish government analyses and expert opinions and at the same access the content posted by others. On the one hand, it may have a financial dimension, namely the unnecessary duplication of research or analyses (ordering similar studies by various institutions that are not aware of that fact), on the other hand – it hinders the process of "learning" by the administration. Certainly, this offers a lot of room for action. It **seems necessary to develop a**

mechanism for aggregating and presenting acquired knowledge in a structured and shared way, common for different institutions. This should be encouraged by the principle of openness, consisting in publishing on the websites of all possible source materials in an orderly fashion, unless expressly precluded by law.

2.5. Potential of advisory and analytical institutions

The best illustration of the paths taken by Polish institutions referred to as think tanks, is the statement of Dr. Jan Szomburg, expressed in a publication issued to celebrate the 20th anniversary of the Gdańsk Institute for Market Economics¹⁰:

"It was (the establishment of the Institute – perm. PSDB) the first, in the entire post-communist Europe, attempt to create a non-public, independent research and development institute. At that time, we did not think of it as a think tank [...]. Frankly speaking, we did not even know this term and this phenomenon."

When the concept of the study was being prepared, a lack of theoretical and empirical studies (with results) in the Polish sector of think tanks was noted. One of the few studies include studies conducted at the University of Gdańsk¹¹. Research report is the most comprehensive theoretical and empirical description of this sector.

For the purposes of the analysis a broad definition of institutions capable of providing advisory services for the administration was adopted, indicating that this status does not depend on a legal formula of activities, but their nature and purpose. Their projects are subordinated to the primary goal which is to serve the differently understood public interest. The practical aim is the development and dissemination of innovative solutions concerning public policies (i.e. the designing institutional social change).

A trend that needs to be noted is the continuous increase in the overall number and territorial spread of entities that can provide advisory services for the administration. It is also the result of actions taken by various international actors, which are aimed at developing analytical and research entities.

An analysis of available data indicates the following distinguishing features of the Central-European think tanks, with particular emphasis on Polish specific nature¹²:

- ▶ **financial and personnel resources lower than in American and Western European think tanks** – in Poland, these organisations are subject to a very strong process of diversification and specialisation;
- ▶ **less stable and diversified funding of activities** – it is based mainly on internal contract activities (commissioned by state and EU agencies), grants of international organisations and grants to finance the budget in the case of universities and government institutes (from which, however, it is difficult to separate the resources designed for strictly advisory and analytical

¹⁰ J. Szomburg, *W poszukiwaniu idei dla Polski [w:] Jaka wspólnotowość Polaków w XXI w.? [In search of the idea for Poland [in] What will the communities of Poles be in the 21th century?]* Materials from the 20th Anniversary of the Gdańsk Institute for Market Research, IBnGR, Gdańsk 2010.

¹¹ P. Zbieranek, *Polski model organizacji typu think tank* Praca magisterska napisana w Zakładzie Antropologii Społecznej UG pod kierunkiem dr. hab. Cezarego Obrachta-Prondzyńskiego, prof. UG, *[Polish model of think tank organisations, a master's thesis written in the Social Anthropology Unit of the University of Gdańsk under the supervision of dr. hab. Cezary Obracht-Prondzyński, Prof. of the University of Gdańsk]*, Gdańsk 2010.

¹² P. Zbieranek, *ibid.* p. 51.

activities); think tanks are faced mainly with the lack of private donations (caused by poor culture of philanthropy) and with limited ability to acquire public money which is devoted mainly to activities outside the scope of the operation of think tanks; weak financial results in limited ability to take effective action,

- ▶ **organisations are often of a hybrid model** – these organisations are composed of a specific foundation, which is the activity and structure of a think tank further supplemented by conducting training activities, education, animation, which goes beyond the accepted standard in other countries, they try to combine the positive aspects of organisations of all three sectors (public, private, NGO) – the authority of the first one, the dynamism and professionalism of the second one and the reliability and the ability to obtain financial support of the third one; the nature of funding has forced from the Central European think tanks greater dynamism, flexibility, innovativeness of the structure and use aggressive marketing strategies to reach out to the public, the strategies used the existing Anglo-Saxon patterns, in particular direct marketing (including informal channels and the revolving door mechanism);
- ▶ **use of new technologies** and media communications or networking of advocacy with other sector organisations;
- ▶ **very high competition on the analysis market** – on the competition between think tanks from the region and those of the old EU countries are at the same time imposed increasing internal competition with other non-governmental organisations and academic centres; some of the organisations coming from the countries of the former “15” also opened their branches in the centres of Central European think tanks, such as Warsaw, Moscow and Budapest.
- ▶ **high degree of autonomy** – it is linked with the lack of interest of political institutions in the activities taken by think tanks, which is also associated with the lack of influence on political decisions; as it seems, it may be a derivative of the closed process of formulating public policies; regional media also show little interest in the initiatives of these organisations;
- ▶ **ideological inclination** – because of their founders and sponsors, as well as specific system conditions, think tanks in the Central and Eastern Europe are democratic free-market liberal organisations.

The vast majority of studied organisations attached particular importance to maintenance of the independence and operation in the public space, they sought to be an independent subject of social life. This allows us to forward a thesis that in the minds of action-takers of the independent sector, independence is the value facilitating taking certain actions in the public sphere.

Another characteristic feature of the model is the nature of its structure¹³. Firstly, it should be noted that the activities of these organisations have to a large extent task (project structure) and professional (highly qualified personnel) nature. Secondly, their actions are multidisciplinary. Thirdly, they are devoid of a rigid corset of scientific methodology. Fourthly, communication with recipients takes place through the participation of representatives of think tanks in public debate, the transfer of which is dealt with by the media, so it is them that actually become the direct recipient of the works of this group of organisations.

The financial element is significant. There is no mechanism for regular cooperation and the related financing of long-term research programmes, which would foster the maintenance of relatively stable research teams.

¹³ Ibid. p. 147 and subsequent pages.

The group of institutions that may provide advisory or analytical services to the administration, covered by the questionnaire study, was large, according to the adopted for the purpose of this study functional definition of think tanks, encompassing all the institutions that provide expert opinions and studies to the administration, regardless of the organisational form in which they operate. This allows to gain greater insight into the issues of cooperation. The overwhelming majority of academic institutions in the studied group requires noting this fact and taking it into account in the interpretation of study results.

Respondents that participated in the study and at the same time met the adopted criteria which define the institutions that could provide advisory or analytical services to the administration were primarily universities and their departments or scientific institutions related or unrelated with governmental administration. Non-governmental organisations and private companies constituted minority.

The majority of institutions that participated in the study were institutions with a long tradition. The average duration of a broadly understood think tank is 37 years. The largest differentiation is visible in the case of universities, where on the one hand we deal with young universities – mainly private ones, and on the other hand, with universities with a long tradition. The oldest group is made of research institutes operating an average for 50 years. The youngest "category" are non-governmental organisations, which have existed on average for 9 years. It is very important as it is NGOs that are precisely the institutions in which the analytical activities in the area of public policies is the main area of activity. Their time of existence is inevitably shorter as they did not exist before 1989.

Income of the studied organisations that may provide advisory or analytical services are very diverse. Average income in 2009 was PLN 28,255,298, however, for at least half of the studied institutions it did not exceed PLN 9,390,225.

As many as 73% of respondents declared that their organisation uses public subsidies representing on average 48% of the budget. Studied companies providing advisory or research services hardly ever benefit from this source of funding. Public subsidies in most cases take the form of direct government grants, awarded under the provisions of the Public Finance Act. This method for financing is used primarily by universities and research institutes. Secondly, respondents pointed to the competitions announced within the framework of spending of European funds and competitions announced by the European Commission.

The results presented in the table above should be viewed in the context of the high percentage of universities and research institutes, in which case it is difficult to precisely separate the funds allocated for research and analysis from the funds allocated for teaching and regular activities.

Grants from private or non-public funds is one of the sources of maintenance for nearly half of the studied institutions. They usually represent a small proportion of the budget and they are usually used by research and development institutes.

A key factor affecting the ability to provide advisory services to governmental administration is the quality of research and analysis services, and this is directly proportional to **human potential of institutions that may provide advisory or analytical services for the administration.**

Among the investigated types of businesses which can offer advisory services to governmental administration, large variation in the number of expert staff available to them is apparent. On average, the greatest resources are available to universities and research institutes.

The highest average percentage of employees with academic degree was noted in non-governmental organisations, where on average the smallest number of people are employed on the basis of an employment agreement.

According to the employment policy of institutions providing advisory services to the administration, they use third party expert support, which was also confirmed in this study. This is particularly visible in the case of NGOs, which is undoubtedly linked with the above-mentioned fact that this type of advisory institutions is characterised by the lowest level of employment based on employment agreement. At the same time, approximately 76% of third party collaborators of advisory institutions hold an academic degree, which points to the fact of seeking beyond own organisation of highly specialised expert knowledge.

Basing to such an extent on third party experts is caused on the one hand by the interests of the experts who prefer to be independent and work with different expert centres rather than to cooperate on the basis of an employment agreement. On the other hand, employment of experts on the basis of civil law agreement is cheaper than employment under an employment agreement. Combination of these forms is also noted: experts are hired on the basis of employment agreements at the university and cooperate on the basis of other legal agreements with other institutions, such as think tanks, in particular with NGOs and private companies. The latter, in the absence of a stable financial situation, seek to acquire third party experts for specific jobs ordered by the public sector. This allows to avoid the burden of financing workers who are not currently involved in the project and offers flexibility and efficiency in acquiring expert opinion in specific areas needed to execute an order.

Cooperation with third party experts usually takes the form of a task-specific contract or contract of mandate. Agreements with experts carrying out own business activity are signed less often, because – as it seems – such experts constitute a smaller group than experts who do not carry out such an activity.

The analyses conducted do not give a definite answer to the question what the relationship between the efficiency of the functioning of think tanks and accepted forms of cooperation with the experts is. Is a situation when an institution has a permanent team of full-time employees better than a situation of creating mobile teams of outside workers? It depends on the characteristics of the institution and the type of projects. Having an extended team of third party experts provides opportunities for more flexible operations and does not generate high costs. This opinion is confirmed in interviews with representatives of advisory bodies.

The administration often uses the knowledge of individual experts. All institutional entities rank second, and among them approximately half of the services is provided by scientific institutions. A bit less often are used teams of experts. However, at the same time, there is a clear tendency of the administration to order services in the form of agreements with natural persons (it needs to be assumed that in this form services of both individual experts and teams of experts) rather than with institutional entities. One of the reasons for such an approach may be a greater ease of concluding task-specific contracts or contracts of mandate as compared with selecting an institutional contractor under the Public Procurement Law Act.

The indicated situation means that the preferences of the administration and institutions that may provide advisory or analytical services for the administration favour a situation in which experts are not associated with one centre, but operate independently. This creates not so much of an expert market, who – as was said by one of the respondents during an in-depth interview – are *hired by the hour*, as the market of institutions that provide comprehensive research, analyses or expert opinions. It is also facilitated by stringent selection criteria of contractors for research projects in which the contractor must demonstrate experts with a specific (and often unique) experience. As it may be stated, based on the opinions expressed in interviews, it does not guarantee that the contractor will provide a high quality product. Preferences of the administration and institutions that provide it advisory or analytical services may promote the risk that the most experienced experts will want to sell their knowledge on several occasions. It may be expected that the lack of a permanent bond of experts with institutions that may provide advisory and analytical services are to the detriment of the product quality. This is due to the approach of independent experts for whom participation in such projects is slipshod work – profitable, but for which they do not bear direct liability towards either the contracting party or towards the institution where they work.

Out of all the studied institutions that may provide advisory services for the administration nearly 60% declared that over the last year they rendered advisory service to governmental administration. It is estimated that this is a significant percentage, although there is a risk that entities which in some way advise representatives of the public sector were more willing to participate in the study.

It was not surprising that the scientific institutes that are affiliated with government agencies, more often than other types of organisations, provide advisory services to the government sector.

The comparison with scientific institutions unrelated to the administration shows that it is the relationship between central offices and research centres that contributes to the increased cooperation. As it is believed, this is due not only to the direct relationship between them, but also to the belief that due to the dependence on research centre it will provide analyses and research that meet the expectations of the administration.

The fact of the lack of cooperation of institutions with the administration does not mean that the employees themselves do not provide advisory and analytical services. As shown by the quantitative data collected, a significant number of employees participates in advisory teams mainly free of charge.

Cooperation of broadly understood think tanks with public administration consists primarily in providing expert opinions and analyses, which indicates the use of desk research above all and expert knowledge. Research and evaluation ranked lower as to the declared methods of advising. Such a distribution of responses may be due to the structure of the sample, dominated by scientific institutions.

In the summary of this part of the study it may be noted that the broadly understood think tanks **have both intellectual and organisational potential to effectively cooperate with public administration**. However, they do not perceive themselves as institutions that could offer advisory services to public administration to a greater extent. They focus on their core business: schools – on teaching, research institutes – on conducting research, treating the consulting business rather marginally. Thus, institutions that may provide analytical or advisory services to the administration (please note that, in terms of its size, this group is dominated by universities and research institutes)

are treated as the "source" of experts or teams of experts, rather than as institutions which as such could cooperate with the administration.

It should also be noted that the situation of **particular categories of expert centres is very different**. As for **the non-governmental organisations, such as think tanks, they have great flexibility, greater than the flexibility of the academic centres or even private companies, but their main problem is the lack of capability to build a stable financial foundation**. The sources of financing dedicated to them, both public and non-public, are largely limited. You may also put forward a thesis that think tanks are not organisations that are well recognised in society.

Academic centres are primarily focused on teaching activities. The scope of studies performed (in particular in the fields of the humanities) in institutions of higher education is very limited. And if research projects are carried out, they usually are not applied. They remain at a high level of abstraction and their execution lags behind the current needs of decision makers.

Private entities are usually very narrowly specialised. At the same time, it also seems that they have limited ability to build a relatively solid base of expert opinion. This is undoubtedly due to the relatively few orders made by public authorities in the studied area, which, as shown by the study (both the quantitative one and case studies), puts more emphasis on employing individual experts rather than calling tenders for greater research or analyses. That also stems from the preferences of experts themselves.

2.6. Purpose and economy of cooperation with advisory institutions in the decision-making process

Effectiveness of cooperation of governmental administration with third party advisory institutions depends on many factors. The essential issue for effective cooperation of public administration with third party advisory bodies is that the products supplied by these institutions have a value of utility, respond to real needs and be of high quality. Difficulty in formulating the proposals lies in the lack of hard data and analyses. That pertains in particular to the quality and usefulness of products supplied by entities providing advisory and analytical services.

The first step of analysis is to determine the extent of cooperation between governmental administration and institutions that may provide advisory services. Most of the respondents (27 out of 49) declared having used the service of an entity which provided analyses, research and expert opinions. As a reason for not using such services, the respondents pointed out, above all, no need in this regard and the lack of financial resources.

The reason for using the services of institutions providing research and analysis were mainly the lack of expert knowledge in the office and the inability to carry out own research.

Most services ordered are expert opinions. They were pointed out by 25 of the 27 units using third party advisory services. Participation in advisory and research team ranked second. On average, one unit has ordered 13 of advisory services, however, one may observe large differences between the study subjects. The largest number indicated was 50, the smallest – 1.

It is interesting to observe to what types of work experts were employed. Answers in that regard are illustrated by the following chart.

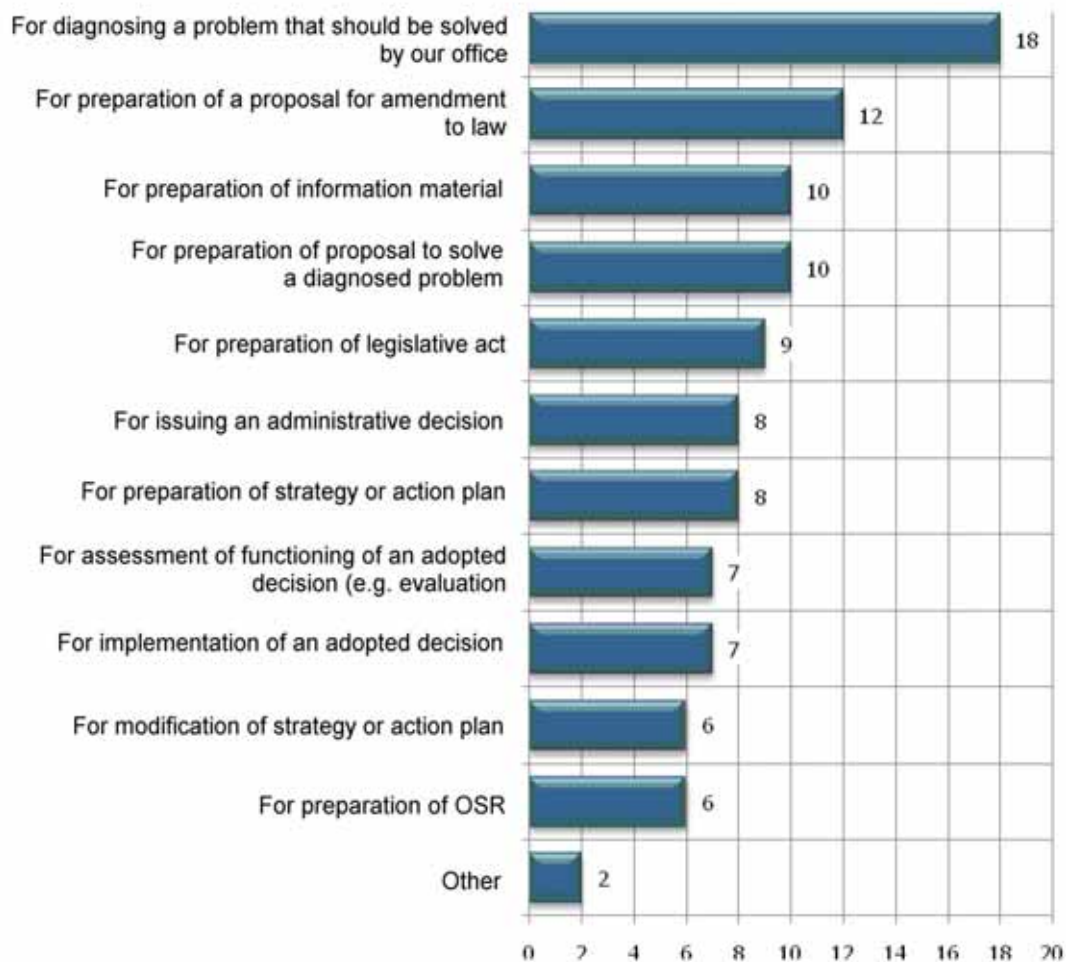


Chart 1. The way of using cooperation by governmental administration.

Source: CAWI study conducted in governmental administration. The chart shows the number of responses. N=49

The results of the cooperation were used primarily for the preparation of diagnosis, changes in law, as well as proposed solutions and information material. Less often, third party services are used to assess – either for evaluation purposes or the RIA, although it might seem that this is the most appropriate place for using third party support. It should also be noted that frequent indication of various ways of using analyses points to a high degree of utility of products supplied by third party institutions.

Each of the types of broadly understood think tanks presented has different characteristics that may influence the perception of products supplied to governmental administration in the form of research, analyses or expert opinions. It transpires from the quantitative research that this is the case. Respondents were asked to assess on a scale from 0 to 100 each of the differentiated types of institutions in terms of four aspects:

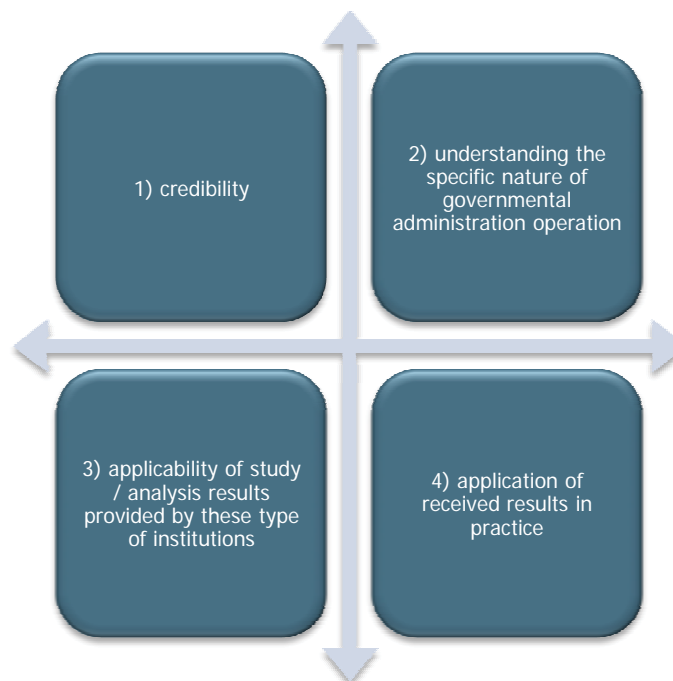


Figure 1: Aspects of assessment of think tanks by governmental administration

Source: Own work

In each studied aspect, governmental administration considered worst private companies engaged in consulting. In particular, attention should be drawn to low score understood in terms of specific work of governmental administration, which could indicate that – according to civil servants – people working in the private sector are not familiar with the opportunities and threats faced by their clients. On average, better grades in each of the studied aspects were granted to classic think tanks, namely non-profit organisations engaged in public affairs. In each of the dimensions studied, scientific entities and academic centres scored significantly better, which may result from the authority enjoyed by scientists in society¹⁴.

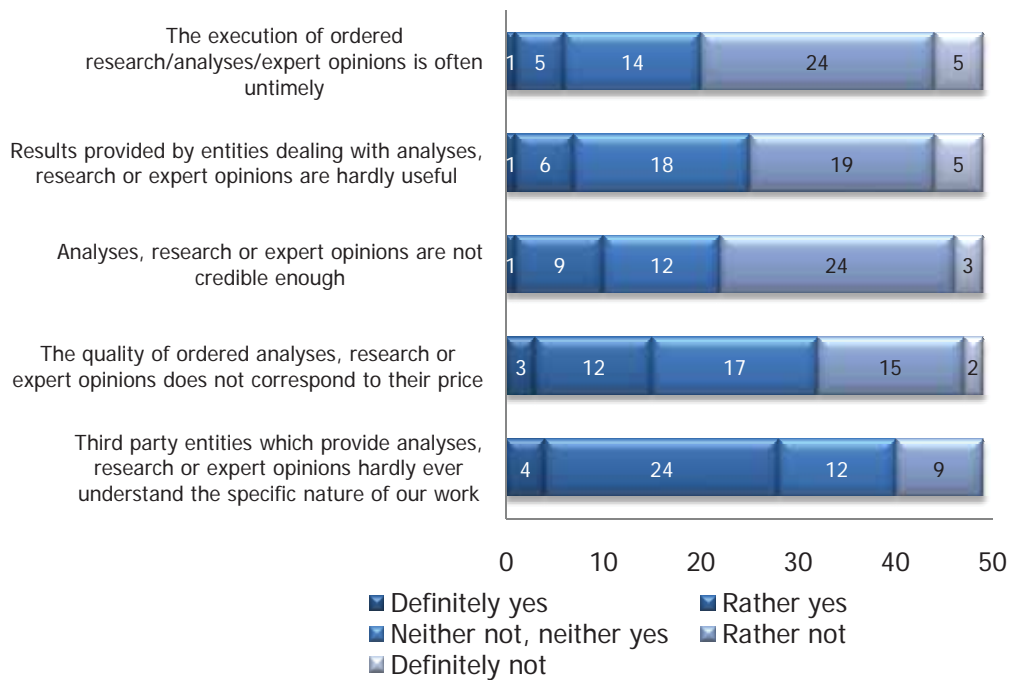
The results obtained with the use of the CAWI questionnaire do not fully correspond to the results from the case studies, in particular those concerning implementation of recommendations from the evaluation. In both cases, respondents expressed positive opinions about the cooperation of institutions with both private companies and non-governmental organisations which often provide services in the field of evaluation. The fact that this cooperation has improved considerably over time, when administration staff and employees of the advisory institution gain more experience and get to know each other's conditions better is emphasised. The most common problem in cooperation has been respecting deadlines, but respondents pointed out that the responsibility for delays in the schedules was borne by both partners.

In the quantitative research eight units indicated that there occurred problems in the cooperation with third party experts. Issues of timeliness and the quality of products supplied were indicated as problematic. Among the solutions, on the one hand, appeared contractual penalties, and on the other, a dialogue with the contractor, which shows two types of approaches of offices to third party

¹⁴ M. Feliksiak, *Prestiż zawodów. Komunikat z badań [Prestige of professions. Bulletin of the studies]*, Warsaw: CBOS 2009.

providers of research and analyses. It seems that the approach based on dialogue with the contractor and the precise articulation of own expectations is better for both sides.

Evaluation of the quality, effectiveness and efficiency of cooperation of the administration with third party institutions is based on the opinions of respondents and attitude study. Chart 2 illustrates these views.



Graph 1. Please state if you agree with the following statements.

Source: CAWI study conducted in governmental administration. The chart shows the number of responses. N=49.

One of the major complaints of the administration against independent advisory institutions is – apparently – a lack of understanding of the work of governmental administration. Such a view is shared by 18 respondents. It is also worth noting that none of the respondents expressed a strong disapproval of this observation.

To sum up, it may be stated that the administration cooperates with analytical and advisory institutions relatively often and orders with them mainly expert opinions. Academic centres are perceived better by governmental administration, the worst – private companies. The greatest complaint against third party institutions is its lack of understanding of a specific nature of the administration, and thus low usefulness of submitted products. Moreover, the administration points to high costs of expert opinions ordered, which in the opinion of contracting parties do not correspond to their quality.

2.7. Barriers to cooperation and possibility of eliminating them

The studies conducted enabled identification of barriers to cooperation between governmental administration and third party analytical and advisory institutions.

Some of them have already been mentioned, in particular when discussing the potential of governmental administration. At this point, they will be structured and described. Identified were the barriers that are considered by respondents to be the most important and most hindering good cooperation. The conclusions are based both on the questionnaire results and the results of in-depth interviews and the case studies.

The results of qualitative studies strongly divided the administration into a group benefiting from EU funding, including one associated with regulations that require extensive use of third party expert opinions, and one which uses EU procedures to a small extent. There also occurred extremely interesting cases where the administration, with wide access to European funds earmarked for expert opinions and analyses, was not able to use them to make significant changes in the implementation of policies for which it was responsible.

On this basis, a conclusion may be made as to the first barrier in cooperation between the administration and advisory centres, which is associated with a **sceptical attitude towards the need for cooperation**. Respondents pointed out that very often outside the administration there is no knowledge of specific areas and this is the reason for not using third party expert knowledge. Generally, what was noted was an attitude of "we [the administration] know better, therefore, third party advice is not useful for us". This attitude was linked with the negative assessment of institutions providing advisory services. During the case studies, some respondents pointed to a lack of accuracy in the preparation of opinions, their preparation and excessive engagement of employees of the department ordering advisory service.

A completely different experience was shared by respondents who performed various functions in the implementation of EU programmes. Case studies and in-depth interviews were carried out in, among others, a strategic institution that deals with European Union funds, intermediaries and implementing institution¹⁵. Respondents pointed to **many advantages associated with the use of third party support**, which include mainly: the inflow of new ideas, new ideas to solve problems, different perspective, availability of research potential not within the reach of the administration, both in terms of tools (the possibility of conducting computer-aided phone questionnaires, conducting focus group interviews, etc.) and adequate qualifications of staff (in particular in the fields of sociology, statistics and econometrics).

These two completely different attitudes helped to formulate a conclusion that the experience in the practical application of third party advisory service is positive, but, for various reasons, no such experience is shared by the entire administration, but only certain areas of its operation.

Another key barrier common for administration advisory bodies is **incomplete understanding of the context and purpose of both types of institutions**. It is explicitly confirmed by both quantitative and qualitative studies. Generally, the administration is still frequently unable to verbalise its needs and expectations, and experts do not always want to know and understand those methods.

¹⁵ See: <http://www.funduszeuropejskie.gov.pl/OrganizacjaFunduszyEuropejskich/KompetencjeInst/Strony/glowna.aspx>

This results in products supplied to the administration which ignore the context of, for example, the cycle of creation of public policies and government legislative process, in which the administration works, and thus they are unsuitable for it. This can cause a reluctance to order third party expert opinions. **The tool for change is to increase cooperation, but also the dialogue between the two groups (e.g. working groups, advisory councils, steering committees). It is also important to increase the ability to conduct studies, to clarify and define own needs and expectations by the administration.**

As indicated in respondents' answers, the administration does not always have the knowledge of the limitations of the research process, which has a significant impact on the ordering of research and expert opinions, and the subsequent evaluation of products delivered. One interviewee, in an in-depth interview, commented on the approach to the logic of research and analysis in the following way:

"One can imagine that something always moves [or – perm. PSDB] is not done exactly as you intend at the beginning, because it came out during the very study differently. There are some [Contracting Parties] that are flexible. If they see [the need for change], they understand [...]. And there are those who simply refuse to be flexible: 'as it was [planned], no matter how, it must match, and nothing else matters'."

The above quotation confirms that providers of expert knowledge sometimes do not understand that the research and analytical process cannot be planned in 100%. Often, results of one stage of research affect the next – some areas may require extension of research, and some others will have to be narrowed, etc.

Problematic are also schedules of planned studies which already at the stage of developing the terms of reference are extremely difficult to meet. Due to the high pressure on meeting deadlines, contractors pursue research hurriedly, to the detriment of the final results. A typical example of this is giving short deadlines to respondents for reply in study questionnaires, which results in a lower level of completion, and hence lower credibility of data obtained at this time.

It should be noted that the majority of respondents declared in the quantitative research that governmental administration only sometimes or rarely had difficulty in defining their expectations of advisory services ordered. However, in-depth interviews indicate that the ability to clarify needs is not yet common in the administration. As was said by one of the interviewees of the qualitative study, a long-time employee of one of the leading Polish think tanks:

"Our experience is varied. Sometimes there are those [orders] where we do not know what they [Contracting Parties] want. Sometimes, there are quite specific queries. But, generally speaking, I have the impression that the public authority [of administration – perm. PSDB] has problems formulating such queries. However, in most cases, to a greater or lesser extent, they require help in asking the question for it to be answered later."

Thus, the administration – according to the analytical and advisory bodies – does not always formulate clearly the area and goals of advisory services and their own needs in this regard. In other words, communication in the process of determining the subject of consulting does not proceed smoothly. It definitely makes it difficult to cooperate effectively. Interestingly enough, according to

may lead to providing a product which is inappropriate or useless from the perspective of the recipient of the study.

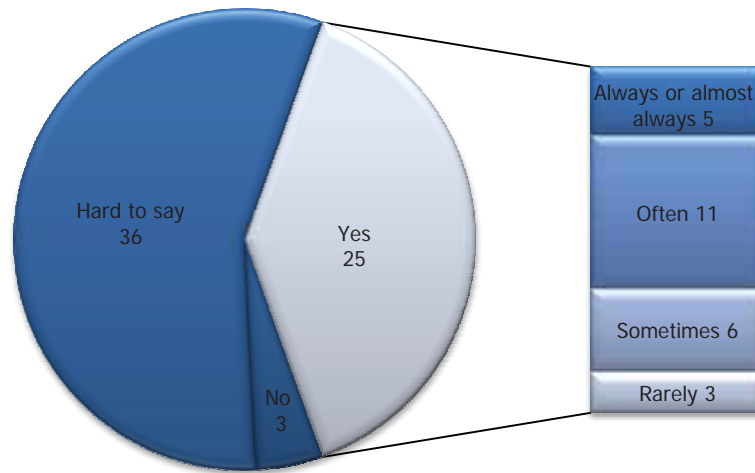


Chart 3. Did and how frequently, in your opinion, your services influence decision taken by the administration?

Source: CAWI study conducted in institutions that provide or may provide advisory services to governmental administration. N=64.

The quantitative study showed that entities providing expert knowledge and advisory services to the administration in most cases do not know how the products they prepare are later used. Only 16 respondents of the questionnaire study indicated that their advisory and analytical services always or frequently play a role in the decision-making process in the administration. As many as 36 respondents did not have knowledge in this field. Those results indicate that most institutions that meet the definition criteria of a think tank do not realise what role they play or could play in the decision-making process. It appears that they see no connection between the product supplied by them and the subsequent action of the administration.

The qualitative study was carried out on the representatives of institutions that have extensive experience in providing advisory services for the administration. Their knowledge of the use by the administration of research and analyses is much greater than the experience of institutions participating in the quantitative study. Representatives of such institutions are fully aware that the services provided by them were part of a discussion in the decision-making process. This shows that owing to their experience they are aware of both the expectations of the administration and the role that expert knowledge provided may play in supporting the decision-making process.

On the basis of the results of the study a conclusion may be made that a part of the administration uses the advisory services, however, neither the contractor nor the contracting authority are often sure of the purpose of this consulting. The administration lacks skills of effective communication of their needs in terms of third party research and expert opinions. However, broadly understood think tanks lack the skill to tailor their offers to the needs of a partner and sometimes reflection on what products should really be provided to the administration. A representative of one of the leading institutes dealing with economic and social issues sums it in a very suggestive way, by explaining the reasons for complaining of expert circles on the cooperation with the public administration:

"[The problem arises] from such mutual mismatches. I mean, sometimes the administration does not

want or does not know how to make use of experts, and experts do not know what the administration expects. That is why they write such academic [essays]."

Respondents representing advisory centres also pointed to the problem of exploitation by third party experts weakness of the administration arising from the absence of knowledge management system.

"The problem is that consultants often want to sell what they know, not what we need. Often, they try to sell the same or very similar opinion many times. They do not want to make any effort."

This problem is directly related to **the lack of a permanent dialogue between the administration and advisory centres**. Again, the situation is different with regard to management of EU funds, where informal long-term cooperation teams operate, concerning e.g. cohesion policy, which is a platform for exchange of experience, but also for update of knowledge of the rapidly changing reality within the cohesion policy, for example, related to programming the next financial perspective of the European Union. Advisory centres may provide added value to the ongoing debate within the administration only if they have access to current knowledge, which may be allowed by participation in joint teams. In some such teams experts cooperate free of charge as they see tangible benefits for the institutions they represent and for developing of their skills.

A barrier identified on the side of the administration is the lack of skilled employees who may cooperate with the advisory institutions. During the case studies, respondents often stressed this issue, adding that the procurement of advisory services requires proper skills associated with: the ability to correctly form the purposes of research and research problems, determining the duration of the study and its cost, the ability to formulate appropriate criteria for selection of offers which guarantee selection of experienced institutions, the ability to cooperate during the execution of a study, skills in the receipt of the study results (ensuring high quality of results) as well as awareness and ability to apply research results to solve specific problems in the administration. Respondents who use third party support extensively emphasised that such skills are the product of experience of cooperation with institutions that provide advisory services and, with time, these barriers disappear.

The obvious way to increase mutual understanding, trust, and thus the effectiveness of cooperation is to increase the intensity and depth of cooperation. To test this hypothesis a trust for independent advisors index¹⁶ has been created. The index takes the values from 1 to 5. The value of the index for the studied units of governmental administration was 3.04, which shows that the administration has a generally ambivalent attitude to the institutions or companies that provide it research and analysis services. However, the diversity is evident in attitudes towards public administration between the organisational units which have not yet used services of such entities and those that have benefited from such services.

¹⁶ The index was made on the basis of the following principle:

- ▶ Testing of the correctness of questionnaire answers.
- ▶ Eliminating statements which do not match others.
- ▶ Allocating points to answers: definitely yes – 1 point, rather yes – 2, neither yes nor no – 3, rather not – 4, definitely not – 5.
- ▶ Calculating the index – mean of the points for each statement.

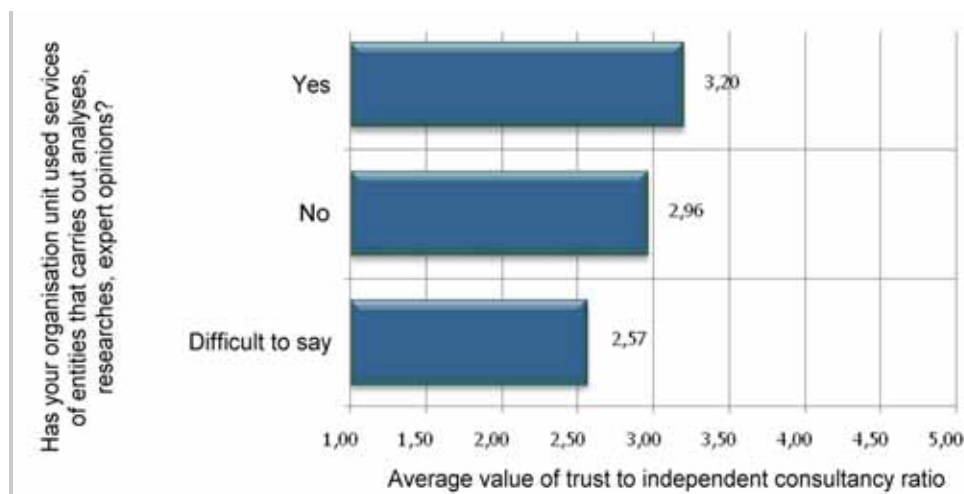


Chart 2. Average value of the index of trust to independent advisors broken down into units using services provided by independent consultancy entities.

Source: CAWI study conducted in governmental administration. N=49.

It may therefore be inferred that the fact of using the services of third party entities that provide research, analysis and expert opinions influences the level of trust and understanding of third party experts. What was also observed was a positive and statistically significant correlation between the amount of the budgets¹⁷ and the amount of expenditure on research and analyses¹⁸ and the index of trust to independent advisory services. It can be concluded that **there is a kind of feedback. The intensity and depth of cooperation (the higher the expenditure on research and analyses, the more frequent the contacts between the two groups) affects the trust to the providers of expert knowledge, and great confidence in the independent advisory services and understanding the purpose of research and expert opinions results in an increase in the use of this type of service.** This thesis may also be confirmed by qualitative interviews, where the participants gave examples of changes in the approach of offices under the influence of cooperation with expert circles. A statement of a representative of a think tank about the Ministry of Regional Development may serve as an example:

"In my opinion, one can see evolution here. They approach this increasingly more practically. These ToRs and projects are getting better. They examine their needs and use them."

A good confirmation of this thesis may be found in the analysis of the case studies, in particular in relation to evaluation studies. Respondents from governmental administration highly evaluated the usefulness of the results of evaluation studies in the decision-making process, pointing out that they use them to make various decisions: both strategic and operational, and at different stages of their making:

- ▶ in development of a baseline diagnosis,
- ▶ in intervention planning,
- ▶ in the development of system of execution of operational programmes,

¹⁷ Pearson's correlation at the level of 0.45, significance 0.1.

¹⁸ Pearson's correlation at the level of 0.35, significance 0.5.

- ▶ in the implementation of interventions,
- ▶ in the assessment of the impact of intervention.

In a few analysed cases, the activity of third party institutions was crucial in initiating and creating the solutions (Strategy for the Development of Civil Society and the creation of draft regulations for access to free legal aid).

Another problem which was confronted by the administration which wishes to benefit from third party support was the barrier related to time factor. Respondents often stressed that the time pressure accompanying the decision was so significant that the use of third party advisory services was impossible, although the respondents wanted to use it. The most significant was the case when the institution selected a consulting company by tender, whose services they used at different stages of creating a document, but at the final stage of works on paper accelerated to such an extent that there was no time even to use the services of the company that was already chosen. The barrier of time also involves the issue of the Public Procurement Law. According to respondents, the procedure for selecting advisor was often so long that the signing an agreement for the execution of the service became redundant. Again, institutions implementing EU programmes were of a different opinion in this respect. During interviews, respondents indicated that the problem of harmonisation of deadlines for selecting contractors that provide services and the demand for them, however, they stressed that with time the problem ceased to exist since they learnt to function under the regime of law and are able to plan their demands for advisory services in advance. What is helpful in this respect is an evaluation plan, mandatory in these institutions, in which all needed research is planned for the following year. Respondents happen to urgently need advisory service, but then usually make use of informal expert teams in which they may discuss urgent issues. This shows that the barrier is not so much the law itself as the need for long-term planning of the use of third party advisory services, and thus – execution of procedures resulting from the provisions of the act well in advance.

Financial issues in research and expert opinions are equally important. In this area two problems were diagnosed. One is the often insufficient amount of resources on research and expert opinions available to government institutions. Respondents working in the field of European funds indicated that their cooperation with the advisory bodies is only possible owing to the funding of advisory projects from these resources. The primary source for the institution of a system of EU funds is the technical assistance (both from the Technical Assistance Operational Programme and the one in each sector programme). Respondents mentioned that in the execution of pre-accession programmes they did not have such financial resources and could not benefit from third party support in the decision-making process to such an extent as the national budget did not offer adequate means.

The second issue related to finances in this area is often a lack of experience of governmental administration in determining the costs of research or analyses. Estimated values of contracts are often incorrect, and that is why experienced advice centres fail to respond to the call for tender. The high cost of research results in often unrealistic expectations of the contracting party of the contractor. The above is mentioned by a few respondents from the advisory bodies who experienced the unwillingness of the contracting party to cooperate in executing research, which was justified in such a way that the contracting party pays so much that it should receive a high quality finished product. However, studies are ordered in very narrow, specialised areas where access to desk research is possible primarily at the contracting party, which requires cooperation in order to obtain high quality products.

As indicated before, the financial potential of analytical and advisory bodies varies depending on the type of entity. Generally, however, the project action prevails, which often leads to occasional dealing with given topics and to deficiencies in the conduct of in-depth research. Furthermore, the study confirmed the thesis that apart from the system of spending EU funds, the mechanisms for planning collaborative research and analytical work are non-existent and there are no appropriate resources for this purpose. Funding is done based on current needs. **The introduction of large-scale planning mechanisms and the efficient use of public funds based on the model of the mechanisms used in the evaluation would certainly be very helpful here.**

The need for **cooperation between the contracting party and the contractor, or the contractor and entities covered by the study**, may be another barrier to providing high quality advisory services. In particular, in areas where a lot of research is conducted, contractors indicate the reluctance of respondents to cooperate, resulting not only from the high load of their own work, but also from the reluctance to share their knowledge and experience. There are cases where the evaluator is treated as a controller and the institution studied or an individual employee fear the consequences in the event of adverse study results. Hence, a crucial issue is to change the attitude of the administrative staff in this respect as on the one hand they should understand the need for conducting research that should help to improve the functioning of institutions or help to make appropriate decisions, and on the other hand they should not be afraid of them. To this end, high standards of research should be maintained, including the need to keep anonymity of respondents covered by studies.

3. Foreign experience related to cooperation of governmental administration with third party analytical and advisory institutions

3.1. Reasons for using third party sources of knowledge and information

During the study visits it was indicated, on numerous occasions, that the institutions visited possess their own expert resources (either directly in the ministries or in subordinate institutions). Therefore, a question arose as to the reasons for using additionally the knowledge generated outside the public administration.

One of the basic reasons is the common belief that it is **necessary to conduct evidence-based policy**. That belief was expressed in all the countries visited (including EU institutions in Brussels). Making use of third party expert opinion enables to acquire the latest knowledge in a given domain from persons specialising in a specific subject matter (which is often a narrow field of expertise) using complex methods of acquiring and analysing data, whose application is beyond the capabilities and tasks of the administration (it is not the role of the administration and it has no proper tools to use those methods).

In all the countries visited it was also underlined that acquiring knowledge and opinions from third party experts is particularly necessary when an issue concerns **socially sensitive issues**. In that case, it is public authorities that should take care to thoroughly analyse the entire matter and to propose solutions which take into consideration to the greatest possible extent interests of all the parties. Such an approach is not only conducive to the **maturity** of decisions being made but also to the greater **social support** for the policy pursued as well as deeper **understanding** of rules applying to decision-making processes. Therefore, one could say that it is also conducive to the development of civil society.

Accounting for the knowledge and opinion of third party experts when formulating guidelines for the public policy or the reform of thereof **improves** also the process of the successive **public consultations**.

Moreover often the specific expert knowledge is needed *ad hoc* and on a one-off basis, which results in the situation when employing permanent staff in administration having specific skills and knowledge is not justified.

It is also worth noting that during certain study visits (Brussels, the Netherlands, Sweden, the United Kingdom) it was particularly stressed that acquiring third party knowledge does not necessarily mean that a political decision will be made according to that knowledge. The very stage of decision-making is done according to the rules of democracy (coalition agreements, negotiations between political parties in the parliament). Finally, when adequate knowledge is gathered, political decision makers who supervise public administration make a decision to take or not to take under consideration the knowledge acquired, taking into account a possibility of accepting a certain decision following the proper decision-making path (e.g. the parliamentary path).

In the Netherlands, there is a binding procedure that **the government presents to the parliament its official position concerning expert reports elaborated** (originating both from public and private advisory bodies), in which the government indicates which conclusions it accepts and will take into account and which ones it will omit and why. Also in EU institutions all the expert opinions developed in order to constitute a basis for public policy (within the framework of the impact

assessment process) are available on a relevant website, which enables verification of the degree of coherence between the knowledge acquired externally and the political decision made.

3.2. Stages of the process of public policy making versus the use of third party knowledge

In all the countries visited it was underlined that participation of the third party expert knowledge concerns practically all stages of public policy making, however, it is the biggest at the stage of **preparation of guidelines** for public policy as well as the **evaluation of the results of that policy**.

With reference to the Polish practice it seems that those two stages require the most significant improvement due to the unsatisfactory quality of the elaborated assessments of the results of a given regulation as well as the lack of practice concerning the evaluation of the effective policy (with the exception of the cohesion policy which refers to the EU requirements on using the structural funds and the Cohesion Fund).

The stage of formulating guidelines for policy or a reform for a given policy is crucial due to its significance in terms of the quality of the policy elaborated. An example of Sweden provides the most developed method for acting through the appointment of the **committee of inquiry** consisting of third party experts (in most cases scientists) and civil servants selected by the ministry responsible for a given policy. The task of the committee of inquiry is to prepare a report which is then subject to consultations held between ministries and on the basis of that report as well as remarks made during consultations a draft of public policy is prepared (e.g. a legal act).

The way in which EU institutions operate gives an example on how to prepare **the impact assessment of the planned public policy**. The impact assessment is developed according to the Impact Assessment Guidelines. The procedure for preparing the impact assessment covers an intensive cooperation within EU institutions, nevertheless, it allows for purchase of third party services when needed as well as it requires to publish them and make the report on impact assessment accessible.

In some countries (USA – SBA, OIRA, the Netherlands – ACTAL), the procedure for preparing legislative solutions is subject to internal verification by public institutions, which will be further commented more extensively.

EU institutions also operate intensely within the *ex-post* evaluation of the policies they make. The practice of evaluation is also well developed in the Netherlands where the obligation of regular, systemic assessment of the policy effects ensues from legal regulations applying both to a given public policy and to a specific institution (e.g. CPB). We also deal with the systemic evaluation of the public policies in Sweden. A specific situation is noted in the United Kingdom where until last year public administration made significant expenses for evaluation research, however, after the government changed those expenses were practically eliminated and the assessment of the public policy towards small and medium-sized enterprises, among others, is done internally in the administration.

3.3. Ways of acquiring third party knowledge

In the visited countries, the knowledge from third party experts is acquired in various ways. The first division refers to the question of **payment (fee)**. On the one hand, acquiring expert opinions and analyses means paying fees to their authors. On the other hand, acquiring knowledge is done **free of charge**.

In the case of payment for knowledge acquired, the following mechanisms apply:

- ▶ public procurement
- ▶ grants.

In all the countries, the purchase of expert knowledge requires application of regulations on **public procurement**. Compliance with those regulations always results in lengthening of the entire process. In many countries, there are mechanisms applied which allow for flexibility of those procedures and thus speeding up of the process.

In the EU, USA, UK and Sweden we often deal with the **framework agreements** consisting in selection within one proceedings the contractor which for a certain time and within certain frameworks provides expert services whose scope is rather broadly defined in the tender documentation. In the USA, if there is a political demand for a quick commissioning of an external expert opinion, a governmental institution looks for a potential contractor among the institutions with which it has already signed contracts for the provision of expert services in order to take into consideration the new expert opinion in the current project. In the EU, a limited procedure is also applied. At the first stage, a group of potential contractors that meet the conditions defined to the highest extent is selected. At the second stage, EU institutions address their questions concerning possible order only to a small group of potential contractors. That speeds up the selection process through the possibility of shortening deadlines and reducing the number of offers subject to the potential assessment. Moreover, in the USA the government institutions are entitled to sign the so-called cooperative agreements, owing to which those contractors that had earlier some funds for research may be granted a co-financing from a government institution without following burdensome standard public procurement procedure as long as their operations are in line with the current priorities of the government.

In the area of public procurement not only the question of procedures or the type of agreement is important but also the **criteria for selection of contractors** are of significant value. It is particularly important in the case of ordering expert services when ordering a service of the best possible quality is of value. In the EU, Sweden and the USA, in the case of ordering research services, qualitative criteria are more important than the price criterion. In the USA, each set of evaluation criteria is accompanied by a specially elaborated SWOT analysis which lends credence to the selection criteria. Moreover, in the USA, the National Assessment System of Contract Execution makes the valuable tool allowing for better assessment of bidders.

Sweden provides a specific instrument to acquire expert knowledge through establishment of the **committees of inquiry** in order to analyse specific matter. The committees consist of experts invited who are paid for their work in the committee. However, the remuneration is not high and it is not the main source of income for those persons.

The mechanism of **grants** enables the bottom-up approach. In the case of public procurement the ordering party is obliged to precisely define the service it wants to purchase. In the case of a grant programme a public institution sets much more general and wider scope, while the project originators submit applications which may be included in that general and wide programme justifying the need to

execute specific actions they propose. Grant systems are used in all the countries visited. In the UE the grant system functions, among others, in the Seventh Framework Programme which finances scientific research but also in the programme "Europe for citizens" financing NGOs, including analytical and advisory institutions dealing with development of the idea of the European integration and the civil society in Europe. The grant system is also the basic system for financing the scientific research in Sweden. Grants acquired from public sources are distributed by four Councils that finance scientific research through competitions held every year. The results of research financed in that way are widely available. The grant system functions also in the USA and in the United Kingdom (although recently to a very limited extent).

Also it has to be indicated here that e.g. in the USA and in the UK there are grant systems for analytical and research institutions financed from private funds. In most cases, those are foundations financed by enterprises that give grants to such institutions in order to conduct further research. In the United Kingdom representatives of the advisory and research institutions indicated that only 25% of their financial sources comes from government sources.

Acquiring expert knowledge may also be done **free of charge**. In all the countries visited experts are invited to participate in various debates, discussion panels or expert networks. Participation in such forums is a kind of ennoblement for them. The example of more institutionalised form of the cooperation of that kind is to be found in the EU conducting the SINAPSE platform (Scientific INformation for Policy Support in Europe). SINAPSE allows to create – through expert groups (scientists, civil servants) the so-called thematic e-communities. The tool for e-communities enables quick data gathering and expert opinions acquiring in a given domain with regard to a specific issue, exchange of research results, opinions and ideas.

Another way to finance analytical and advisory institutions is shown by the example of MISTRA in Sweden as well as the Urban Institute in the USA where the institutions were given from their governments a certain pool of resources which they subsequently multiplied in order to obtain money to carry out their research.

3.4. Requirements of the administration as to cooperation with third party experts

Preparation of tender documentation in order to purchase research services including determination of adequate quality criteria, elaboration of grant programmes, assessment of offers and grant applications and then cooperation with the selected contractors or project originators requires adequate knowledge of employees of public administration.

Employees of the administration who purchase and receive research services have to possess knowledge which is comparable to the knowledge of experts who conduct research and they have to be substantive partners for them in a possible discussion. The quality of expert opinions and analyses that are to support the decision-making process also depends on that. Here it is worth citing an excerpt of the USA study visit report: *"it has to be repeated after American experts and strongly underlined that it is extremely important that a representative of administration, before he/she announces any tender within public procurement for services of third party experts, acquired such competences so that he/she could speak with a third party expert as a partner (i.e. intelligently) for at least 15 minutes which will prove the acquaintance with the topic on the part of the contracting party and in consequence makes real using the results of the work of a third party contractor in practice. With the benefit of the public interest."*

In the European Commission, employees responsible for ordering evaluation improve their knowledge on methodology of conducting evaluation research on an ongoing basis. In that way, they know what they can expect of bidders, what can be executed and in what time and what proposals included in offers could be implemented.

Improvement of competences of administration employees in that scope is enhanced not only by the recruitment of persons with proper educational background but also by the phenomenon of the so-called revolving doors, i.e. rotation of employees from public to private sector and the opposite direction, which is particularly noticeable in the USA and the United Kingdom, and which is infrequent in the Netherlands, Sweden or EU institutions.

3.5. Sources of third party knowledge

In the visited countries the issue of acquiring third party knowledge by public administration was perceived variously. In certain countries (USA, EU, UK) (private) institutions that are external to governmental administrative institutions are very strong indeed, whereas in some countries public institutions are valuable suppliers of expert knowledge and sometimes they are widely financed from public money (Sweden and the Netherlands, also EU).

Examples of the visited countries reveal that the source of third party knowledge in relation to the administration are as follows:

- ▶ Researchers – individuals, whole universities, private research centres (there was no meeting with any of such institutions during study visits),
- ▶ Private consultancy and advisory companies or individual consultants – experts (ECORYS and PANTHEIA in the Netherlands, DAI in the USA).
- ▶ Private firms, which operate on non-profit basis (which allocate profits to statutory activities) (IVL in Sweden).
- ▶ Organisations of social and economic partners or institutions established by them (SER in the Netherlands, British Chambers of Commerce – BCC).
- ▶ Non-profit organisations, most frequently operating in the form of association or foundation (the Lisbon Council, European Policy Centre, TEPSA in Brussels, Timbro, MISTA and Save the Children in Sweden, IPPR, RSA and DEMOS in the UK, Urban Institute, Cato Institute, German Marshall Fund, PPI and WRI in the USA).

Due to the lack of an official definition of a think tank, in various countries the notion refers to different institutions, both private and public ones. During a visit in the Netherlands, think tanks were referred to as “factories of ideas” or “market places of ideas”. Such an approach enables to incorporate to that group also public institutions where expert knowledge is generated as well as institutions of social and economic partners (representing trade unions or employers) or civil society (e.g. the Save the Children association which was visited in Sweden).

During the study visits also some meetings were held with representatives of institutions that may be regarded as typical “think tanks” in the common understanding of the term – i.e. institutions acting in order to promote ideas they believe in for the benefit of the entire society (e.g. Timbro in Sweden and Cato Institute in the USA – promotion of liberal ideas, EPC and the Lisbon Council in Brussels – European integration, development of EU, DEMOS in the United Kingdom – development of participation of citizens). Those institutions are financed in various forms. Their operations consist, first and foremost, in creating, exchanging and promoting ideas, thoughts, opinions, looking for

innovative solutions, stimulation of the public debate, therefore it focuses on research activities, PR and publishing operations.

3.6. Advantages and disadvantages of acquiring knowledge from third party sources

Despite the fact that in all countries visited as well as in EU institutions the practice of using third party expert knowledge is widely applied and accepted as an obvious thing, it is subject to continuous transformation and discussion in order to make it more efficient and more useful for the needs of conducting public policies.

Acquiring third party knowledge is indispensable for better governance and better regulations. It has been conducted in the visited countries for many years, which resulted in working out of flexible cooperation forms, tightening the cooperation as well as increasing trust between both parties. In the Netherlands additionally, as it was stressed, it originates from a long tradition of cooperation and reaching a compromise for the mutual benefit (the so-called polder model).

However, acquiring third party knowledge results in some side effects perceived as the weaknesses of that practice. Particularly in the Netherlands there were some critical voices as to the legitimisation of decisions made on the basis of advice of persons who were not elected in general elections. Also in the Netherlands some difficulties were indicated on the part of administration as far as acquiring specific knowledge is concerned which could be later used in the decision-making process. It was indicated that third party experts (scientists in particular) and civil servants speak different languages, have different needs and often cannot understand one other properly.

In all the countries the weakness of the third party knowledge acquisition is the issue of the time and the costs of the process itself.

3.7. Mechanisms of acquiring and using internal knowledge in public administration

As it was indicated in the introduction, the study visits revealed the importance of internal sources of knowledge which are used in the visited countries and public institutions at least to the same degree as third party knowledge. At the same time, discussions among the participants of the study visits revealed that also in that scope the experience of the visited countries may be interesting and inspiring for Poland.

That topic covers two key issues:

- ▶ ways of generating internal expert knowledge,
- ▶ internal mechanisms of improving the quality of public policies.

3.7.1. Ways of generating internal expert knowledge

In the visited countries there are various forms of public experts institutions.

The first one are **committees and groups** created *ad hoc* and consisting of civil servants from various institutions who bring in their expert knowledge to the subject matter analysed. The example is given by EU institutions which, following the procedures of impact assessment of the policies planned, establish the so-called steering committees. The committees prepare relevant analyses and

decide whether expert knowledge should be sought externally after the possibilities to acquire it internally have been used up. Also Swedish research committees consist of representatives of various ministries and public institutions. Moreover, a draft of a legal regulation based on the guidelines elaborated by a research committee is prepared in the working version on the cooperation basis of civil servants from different offices. After that step is completed, official inter-departmental consultations are held. The experiences of both administrations indicate that such institutional setting enables to prepare better drafts of documents and makes the successive process of inter-departmental consultations more efficient (since all or most of sensitive matters are resolved at an earlier stage).

The second way of generating internal expert knowledge are permanently operating **institutions** of various legal forms:

- ▶ institutions located within the administration (CPB or ACTAL in the Netherlands, SBA and OIRA in the USA, Joint Research Centre and subordinated research institutes of the EC, the BIS research centre in the United Kingdom).
- ▶ entities financed only from public funds having separate legal status (advisory councils in the Netherlands – WRR or RVZ, councils financing certain scientific research in Sweden – FORMAS and FAS).
- ▶ separate bodies financed from public sources that may obtain the financing themselves from grant programmes (Institute for Future Studies in Sweden).
- ▶ entities financed from public sources that can pursue commercial activity (CRISMART in Sweden).

Internal expert institutions within the framework of the administration conduct routine analyses, research, provide information and data for the administration but also in the majority of cases they make the knowledge they created accessible to all interested parties (by publishing widely accessible reports, data, analyses, participating in working groups, seminars, panels, intra-administrative consultations, etc.)

In the Netherlands, the government is obliged to express its opinion on reports developed from public money by advisory councils. Also in the Netherlands public expert centres and advisory centres are obliged to submit reports and data also to the parliament and the opposition.

Despite the financial dependence of those institutions on administration, Swedish councils on financing scientific research, Dutch advisory councils as well as CPB or ACTAL have defined themselves as independent expert centres. Their independence results in most cases from definition of their tasks, as well as authorities and sources of financing in the regulations of law which limits the opportunity for current politics to influence their operations. Keeping independence was also the condition to maintain a high quality of research and analyses conducted.

3.7.2. Internal mechanisms of improving the quality of public policies

The visited countries give examples on how to use mechanisms of improving the quality of public policies conducted through operations of public institutions.

In the USA and the Netherlands, there are specialised public institutions (ACTAL in the Netherlands, and OIRA and SBA in the USA) which deal with analyses of legislation from the point of view of administrative burdens for entrepreneurs and citizens. In the case of ACTAL, each draft of a legal regulation has to be given opinion by the institution which aims to make a cultural shift in Dutch

administration by introducing efficient methods of calculating administrative burdens in the process of drafting legislation and such elaboration of the legislation that the burdens are reduced to the minimum.

In the USA, OIRA is additionally responsible for verification of correctness of assessments of the results of regulations, compliance of the legislation proposed with the rules of better regulation as well as the correctness of the cost and benefits analysis.

Within the EC, the quality of impact assessment prepared by the steering committees is dealt with by the Impact Assessment Board.

The role of CPB in the Netherlands should also be mentioned, as its economic analyses are closely related to the calendar of budget preparation for the Netherlands for the following year.

Another instrument of improving the quality of public policy conducted that is worth mentioning is current internal evaluation. In accordance with American law, each governmental agency (ministry) is obliged to annually verify specific legal regulations to check their further usefulness and report on that. Each regulation has to be reviewed at least once in 10 years.

4. Conclusions and recommendations as to systemic, institutional or legislative changes

Research and analyses carried out within the framework of the project showed that there are areas where systemic and legal changes are required. Such changes would provoke material and permanent strengthening of cooperation of governmental administration with analytical and advisory institutions and, in consequence, improvement of the quality of development and execution of public policies and the procedures for drafting legislation. The suggested solutions pertain to both improvement of mechanisms of cooperation and overcoming of barriers hindering such a cooperation. What is important is that individual conclusions and suggestions are linked with one another, they are mutually dependent and the desired outcome will be produced only when most of them are put into force in proper time.

Above all, one should point to the need for strengthening of public governmental administration in terms of pursuing policies based on evidence and effective gathering and analysing of knowledge, research, data or the need for development of permanent elements, the so-called **infrastructure of knowledge, namely proper human resources, procedures, mechanisms of cooperation and other similar** elements being a part of broader management processes, in particular knowledge management in Polish administration. That means, above all, the need for **separation** (if they are not yet separated) **within ministries and central offices of units or individual positions responsible for decision-making processes with regard to programming of public policies (including strategic planning) and legislation** and providing them with real function of coordination of the process of knowledge management. It is also vital to provide them with tools by implementing internal regulations, adequate for a given office, pertaining to, among others, organisational structure and the scope of responsibility and to develop guidelines encompassing specification of rules for cooperation with analytical and advisory institutions together with description of good practices with regard to programming and execution of that cooperation.

A specific legislation demand related to the process of developing of the "infrastructure of knowledge" referred to above encompasses also the need for inclusion to the act on the rules for pursuing development policy of **an obligation of a selection of a long-term third party advisor when governmental institution takes initiative of development of a strategy of development or operational programme**. It would be responsible for, above all, collection and analysis of data, preparation of diagnosis and development of variant solutions.

In order to weaken sceptical attitude of a part of governmental administration and to encourage civil servants to better use the possibilities of cooperation with analytical and advisory institutions and, in consequence, to strengthen decision-making processes there should be introduced, in the provisions regulating functioning of offices and remuneration rules, a **mechanism of financial bonuses for development and making high-quality decisions in the form of assumptions of legislation and documents relating to development of public policies** (among others, strategy projects, operational programmes). The decisions should meet the standards set out for public policies based on evidence, i.e. they should be based on data which could be verified as to their quality and available results of quantitative and qualitative research for a given subject matter. Transparency of that mechanism is also conditional upon, among others, a common use – as the basis for the assessment of the justification of awarding bonuses – of *ex post* evaluation of legal acts and strategic and programme documents.

Due to the need for application within the classic model of public policies of an element of assessment of the proposed and executed solutions, there is a need for **introduction of common mechanisms of *ex ante* and *ex-post* evaluation** by inclusion of that obligation into appropriate regulations regarding individual decision-making mechanisms, including **introduction of the obligation of *ex-post* evaluation of drafts of legislation**. A tool which forces functioning of such mechanisms would be introduction of a condition making the decision of continuation of financing from public funds of specified tasks dependent on presentation of an evaluation of past tasks (e.g. in a 3-year perspective or following execution of a specified stage of tasks). Introduction of an *ex-post* systemic evaluation of law by entire governmental administration (and not only by some governmental institutions – e.g. the Ministry of Economy) requires coordination of organisational and legislative actions. What is particularly necessary is, above all, **introduction of provisions of law which would obligate ministries to make an assessment – as per a methodology coherent for all – of legal regulations they initiated** (within specified time following their introduction or following a termination of a specified stage). Evaluation reports developed by individual ministries should be **submitted to the Governmental Legislation Centre where should be established a unit on the pattern of the National Evaluation Unit** operating within development policy where reports submitted would be collectively analysed. Moreover, **the Governmental Legislation Centre should be obligated to make an *ex-post* assessment of at least 10% of acts passed by the parliament within a specified time following their adoption**. Legislation should be evaluated in terms of effects they product, their quality, completeness and purposefulness. As a complementary element, the above mechanism of systemic assessment of law there should be introduced an **obligation for the Minister of Finance to present an assessment of financial impact of selected act which were initiated by the Council of Ministers, together with a report on the execution of the budget for the previous year**. The rule would require that each minister, from the moment a regulation is effective, made an in-depth analysis and specification of costs of implementation of a legal regulation attributed to it. Thus, at the stage of development of a regulation, it would be necessary to introduce requirements for a precise “cost calculation” of a planned intervention.

The functioning of the mechanism of the Regulatory Impact Assessment requires changes. It has existed within the framework of Polish governmental administration for a few years and may serve as the basis for building a model of cooperation of the administration and third party advisory centres. That requires, however, **integration of current initiatives with regard to RIA by various governmental institution in a uniform reform programme** and an indication of one coordinator in that regard (e.g. the Governmental Legislation Centre). It is necessary to introduce in the provisions of law regulating the functioning of governmental institutions of sanctions against institutions which do not comply with the rules and methodology of development of RIA specified in “Guidelines for Regulatory Impact Assessment”, and at the same time to develop and implement terms and conditions of awarding the best-prepared RIAs.

Cooperation of governmental administration and analytical and advisory institutions should be based on the principle of **explicitness and transparency**. Required in this regard would be changes in the practice of making accessible of public information by introduction of provisions which would clearly specify **the obligation to publish by governmental administration** on the websites of the Public Information Bulletin **of reports from research, opinions and expert opinions** and the obligation **to disclose names of expert institutions or names of expert collaborating with governmental administration**. It also seems justified **to establish a register covering all**

Due to the need for application within the classic model of public policies of an element of assessment of the proposed and executed solutions, there is a need for **introduction of common mechanisms of *ex ante* and *ex-post* evaluation** by inclusion of that obligation into appropriate regulations regarding individual decision-making mechanisms, including **introduction of the obligation of *ex-post* evaluation of drafts of legislation**. A tool which forces functioning of such mechanisms would be introduction of a condition making the decision of continuation of financing from public funds of specified tasks dependent on presentation of an evaluation of past tasks (e.g. in a 3-year perspective or following execution of a specified stage of tasks). Introduction of an *ex-post* systemic evaluation of law by entire governmental administration (and not only by some governmental institutions – e.g. the Ministry of Economy) requires coordination of organisational and legislative actions. What is particularly necessary is, above all, **introduction of provisions of law which would obligate ministries to make an assessment – as per a methodology coherent for all – of legal regulations they initiated** (within specified time following their introduction or following a termination of a specified stage). Evaluation reports developed by individual ministries should be **submitted to the Governmental Legislation Centre where should be established a unit on the pattern of the National Evaluation Unit** operating within development policy where reports submitted would be collectively analysed. Moreover, **the Governmental Legislation Centre should be obligated to make an *ex-post* assessment of at least 10% of acts passed by the parliament within a specified time following their adoption**. Legislation should be evaluated in terms of effects they product, their quality, completeness and purposefulness. As a complementary element, the above mechanism of systemic assessment of law there should be introduced an **obligation for the Minister of Finance to present an assessment of financial impact of selected act which were initiated by the Council of Ministers, together with a report on the execution of the budget for the previous year**. The rule would require that each minister, from the moment a regulation is effective, made an in-depth analysis and specification of costs of implementation of a legal regulation attributed to it. Thus, at the stage of development of a regulation, it would be necessary to introduce requirements for a precise “cost calculation” of a planned intervention.

The functioning of the mechanism of the Regulatory Impact Assessment requires changes. It has existed within the framework of Polish governmental administration for a few years and may serve as the basis for building a model of cooperation of the administration and third party advisory centres. That requires, however, **integration of current initiatives with regard to RIA by various governmental institution in a uniform reform programme** and an indication of one coordinator in that regard (e.g. the Governmental Legislation Centre). It is necessary to introduce in the provisions of law regulating the functioning of governmental institutions of sanctions against institutions which do not comply with the rules and methodology of development of RIA specified in “Guidelines for Regulatory Impact Assessment”, and at the same time to develop and implement terms and conditions of awarding the best-prepared RIAs.

Cooperation of governmental administration and analytical and advisory institutions should be based on the principle of **explicitness and transparency**. Required in this regard would be changes in the practice of making accessible of public information by introduction of provisions which would clearly specify **the obligation to publish by governmental administration** on the websites of the Public Information Bulletin **of reports from research, opinions and expert opinions** and the obligation **to disclose names of expert institutions or names of expert collaborating with governmental administration**. It also seems justified **to establish a register covering all**

entities which wish to be included in public debates on specific issues (on the pattern of solutions adopted in European institutions).

Other tools for changes in the functioning of governmental institutions for the benefit of better communication with analytical and advisory institutions cover more frequent **development of programme councils or working teams together with representatives of analytical and advisory institutions** (which is provided for by Article 7 clause 4 item 5 of the Act on the Council of Ministers) for key decision-making processes (foreign experience points to a high usefulness of such a tool) and **employing in political cabinets of ministers people from expert circles so that they could provide advisory services to ministers**. That would facilitate deepening of understanding of the specific nature of governmental administration among third party experts and third party expert circles in the administration. At the same time, it is necessary to develop solutions which would increase effectiveness of actions of the teams, advisory councils and inter-ministry teams referred to above (Article 7 clause 4 item 4 of the Act on the Council of Ministers) as tools supporting accumulation of knowledge and sharing it, preceded by a detailed analysis of the scope and the manner of their functioning.

A significant barrier hindering the functioning of analytical and advisory institutions and, in consequence, effective cooperation with governmental administration are problems with permanent financing of carrying out of high quality of research and analyses. Thus, in the procedures for development of a national budget there should be introduced **provisions obligating disposers to allow in expenditure amounts for third party advisory during task execution**. In the current state of affairs – with the inclusion of European funds to state budget and the possibility of benefiting by Poland of such funds at least until 2017 – an appropriate solution would be allowing such expenditure within the amounts that will be available through operational programmes both within the current and the future financial perspective. Other tools for changes in this respect encompasses **modification of available grant mechanisms by extending their substantive scope and availability criteria** (e.g. Operational Programme Civil Initiatives Fund, grant programmes of individual ministries) and **separation within budgets of individual ministries of budgets for grants covering analytical works**. A significant element which influences improvement of the effectiveness of cooperation will be a more flexible application of public procurement procedures which will facilitate taking into account, to a greater extent, of quality criteria in the process of selection of an analytical and advisory institution. New solutions in terms of more effective financing of cooperation with analytical and advisory institutions require also development and implementation of planning and cost estimation of such a cooperation and development and implementation of performance indicators of the effectiveness of cooperation of public administration with analytical and advisory institutions.

5. Description of the developed model of a decision-making system in governmental administration, using third party expert support

Every public institution implementing public policies must face multiple challenges. One of them is the development of the ability to carry out its own expert analyses and the skill of making good use of third party research concerning factors affecting the success of the policies/programmes. The same applies to correct identification of social needs, understanding their nature and finding competent solutions. The analyses should determine the causal relations between different factors influencing the effects of policies. They should balance resources necessary to design actions under public policies and draw up scenarios resulting from proposed public actions/interventions¹⁹.

On the basis of research results an analysis was carried out and a decision-making model involving support from analytical and advisory institutions was proposed.

5.1. Decision-making models

To describe the proposed model of cooperation between governmental administration and analytical and advisory institutions, it may be advisable and useful to indicate different theoretical decision-making typologies. The types described, hereinafter referred to as models, are distinguished, among others, from the point of view of the scope of information which is collected and used in the decision-making process as well as the degree to which versions of solutions to the problem which is the basis of the decision-making process are created.

5.1.1. The nature of decision-making processes: from certainty to uncertainty

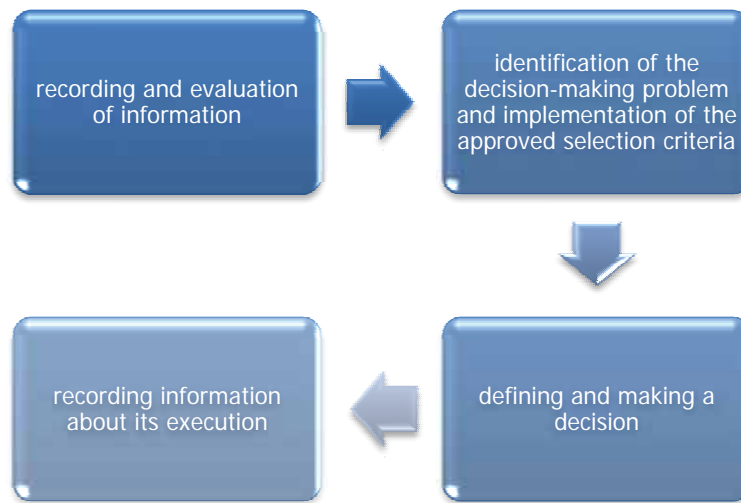
The starting point of the presentation is predominant, broad understanding of decision-making issues, which assumes that they are understood as processes²⁰. Such an approach is compliant with the concept of the so-called eight-step path in the analysis of public policies, adopted in the research, since its individual stages can be distinguished in the manners of conceptualisation of the decision-making process described below. To put it simply, from the stage at which the problem is defined or described, through the stage of development of possible solutions, collection of opinions regarding possible consequences of planned decisions from the environment until the process of making the decision and implementing it.

Broadly speaking, decision-making is a complex process, which comprises²¹:

¹⁹ J. Górnjak "Sprawne państwo, cykle tworzenia i oceniania polityk/programów publicznych" [Efficient state, cycles of development and assessment of public policies/programmes] www.cpsdialog.pl/files/Sprawne%20panstwo_ProfJGorniak_4.doc as at 18.05.2011.

²⁰ Z.J. Pietraś, *Decydowanie polityczne [Political decision-making]*, Warsaw-Cracow 1998; *Administracja i polityka. Proces decyzyjny w administracji publicznej [Administration and politics. Decision-making process in public administration]*, ed. L. Habuda, Wrocław 2000.

²¹ K. Bolesta-Kukułka, *Decyzje menedżerskie [Managerial decisions]*, PWE 2003; J. Supernat *Techniki decyzyjne i organizatorskie [Decision-making and organisational techniques]*, Wrocław 2002; J. Adair, *Podjęmowanie decyzji [Effective decision-making]*, Petit, 1998; A. Leigh, *Doskonałe podejmowanie decyzji [Perfect decisions]*, Rebis, 1999.



In the second, narrow sense, decision-making is only one of the stages of the decision-making process and it means a conscious act of will of the decision-maker who makes a non-random selection of one option out of a set of possible options to solve the problem (obviously, those options must be identified or designed beforehand).

There are several typologies of decision-making processes described in literature. The most common division into two basic models of the decision-making process: classical and managerial has been presented below²². Another presented typology indicates substantial elements, crucial for the structure of the model of cooperation between governmental administration and analytical and advisory institutions, distinguishing:

- ▶ rational decision-making model;
- ▶ incremental model of the decision-making process;
- ▶ bureaucratic (organisational) model of the decision-making process;
- ▶ model of the decision-making process as an activity within programme community.

The above typology is based on the degree to which data and information necessary for decision-making are used. This is why it corresponds the best to the nature of the issue of cooperation between the administration and think tanks.

A discussion²³ of decision-making models will allow for formulating conclusions regarding directions and solutions which should be executed in order for this cooperation to affect the quality of decision-making process in governmental administration.

One of the researchers of decision-making processes described the process of reaching a decision in the following manner: "*upon closer investigation of paths to making a given decision, it turns out that traces of its different components lead (...) to many individuals participating in preparation of decision premises. Upon determination of these components, we can be faced with the fact that the input of*

²² Ricky W. Griffin, *Fundamentals of Management*, 2008; Ricky W. Griffin, *Podstawy zarządzania organizacjami [Management]*, PWN 2009.

²³ The main source for the above simplified analysis is: R. Herbut, *Proces decyzyjny w polityce — teoria i praktyka podejmowania decyzji [Decision-making process in politics – theory and practice of decision-making]*, in: Habuda, 2000.

*the individual who formally made the decision is, in truth, minor*²⁴. Such a statement has grave consequences for consideration of decision-making processes in public administration structures. What can help in this theoretical approach to decision-making models and practice is introduction of terms "absorption of uncertainty" and "points of absorption of uncertainty"²⁵.

The phenomenon of absorption of uncertainty²⁶ occurs in a situation where, on the basis of available information, conclusions are drawn and subsequently passed on in the decision-making process instead of the data on the basis of which they had been formulated. Such occurrences in the decision-making process are the "points of absorption of uncertainty". For decisions-making processes, it is important that such points can be controlled. As March and Simon indicate, it is decision-makers who can control "points of absorption of uncertainty" that have the biggest influence on the content of the decision. They also add that *"both the size and the location of absorption of uncertainty affect the division of influences in the organisation"*²⁷.

5.1.2. Classical and managerial models

Classical model

It is based on the belief in the possibility of optimising decision-making. It is believed that rational, thought-over and systematic activities facilitate finding accurate solutions to problems. A decision-maker should seek to obtain full information about the decision-making situation and seek to eliminate uncertainty.

In this model, if a problem occurs, the decision-maker should:



²⁴ H. A. Simon, *Podjęmowanie decyzji kierowniczych [Administrative Behavior: A Study of Decision-Making Processes in Administrative Organizations]*, Warsaw 1982, p. 373.

²⁵ Both of these terms and their meanings are discussed in the work by J.G. March, H.A. Simon, *Teoria organizacji [Organisations]*, Warsaw 1964.

²⁶ Description based on J.G. March, H.A. Simon, *Teoria organizacji [Organisations]*, Warsaw 1964 and A. Habuda, L. Habuda, *Teorie decyzji w odniesieniu do administracji publicznej [Decision theories with regard to public administration]*, in: *Administracja i polityka. Proces decyzyjny w administracji publicznej [Administration and politics. Decision-making process in public administration]*, ed. L. Habuda, Wrocław 2000.

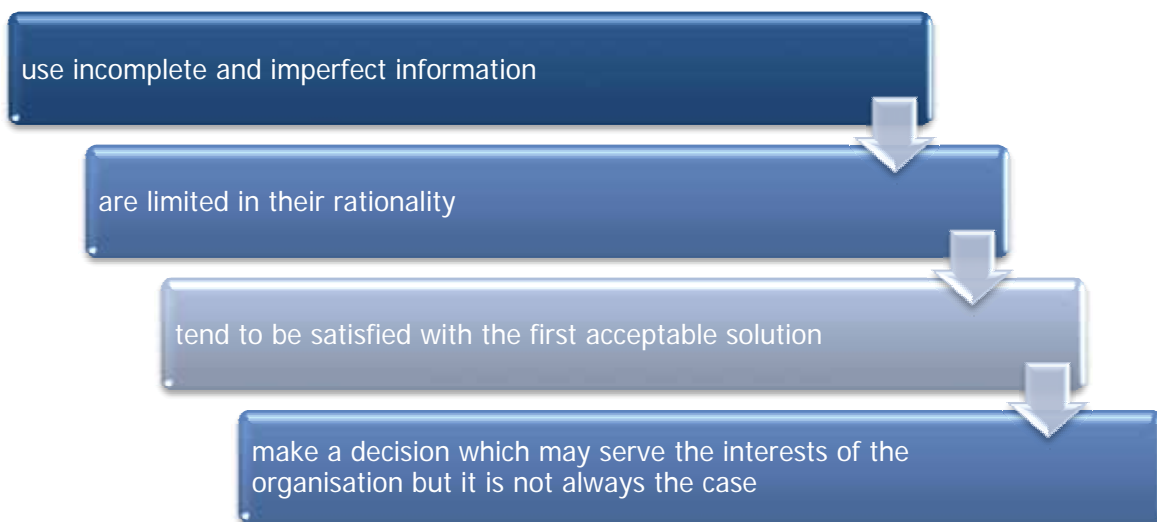
²⁷ J.G. March, H.A. Simon, op. cit, p.269

The classical decision-making model includes several basic stages of actions, completed in appropriate order. The conditions assumed in the classical model rarely occur in reality. Actions which are taken involve mistakes and the information is usually incomplete. Decision-makers may not always act rationally and logically.

Managerial model

It is also called behavioural or administrative. It assumes that decision-makers are characterised by limited rationality. It is not so much a tendency to optimise, but to provide contentment and satisfaction. This means that decision-makers are limited in their values, skills, unconscious reflexes. They are also limited by incomplete information and knowledge. One could say that, although they seek rationality, this rationality has clear limits. On the other hand, it is noted that decision-makers tend to be satisfied with the first option that meets the minimum expected standard of adequacy.

In the managerial model, when a problem occurs, the decision-makers:



The distinguished types of decision-making processes balance between the ideal solution, in which rationality and reliability are a factor in every process (the classical model) and flaws of decision-making processes, subject to error and uncertainty of information. In practice, decision-makers at every level endeavour for approaching the ideal solution and pragmatic approach, which characterises the managerial model.

The below typology is more appropriate for the purpose of describing the complexity of decision-making processes.

5.1.3. Models — a different typology: from rationality to activity

Rational model of decision-making process²⁸

This model assumes the presence of a *rational actor*, striving for maximisation of their benefits through the decision. Decision-makers choose between possible solutions so as to achieve the objective of the decision, formulated in advance. Such a rational process comprises several stages:

²⁸ Model prepared and developed by H.A. Simon, *Administrative Behaviour*, London 1957.

specification of the nature of the problem, selection of objectives and values, selection of means and tools to ensure rationality. Such an approach means taking into account all alternative strategies for solving the problem and determining all consequences of each strategy. The final stage is indication of the strategy whose consequences are preferred by the decision-maker with regard to the assumed objective.

In practice, this ideal model is replaced with a process of simplified actions, through intuitive ignoring of many of the possible consequences of considered alternatives so that the decision is "only" satisfactory or corresponding to minimum requirements.

Thus, the ideal model is replaced by a practical model, called by Ch. Lindblom²⁹ the incremental model.

Incremental model of decision-making process

In this model, it is indicated that a decision — in particular one of political nature — is constantly modified through a series of adaptive actions, without a consistent plan as in the rational model. For Lindblom, incrementalism is "the art of getting out of trouble".

Decision-making process in such a model does not have clearly defined objectives and due to the fact that it takes place in political environment, characterised by fluctuating relations between actors, it is based on negotiating interests among participants. Incrementalism indicated by the author is a state in which decision-makers have limited knowledge of the consequences of planned decisions and thus avoid the risk of explicit formulation of objectives and important values. Through a process based on negotiations with interest groups, the purpose of actions is not solving the problem, but removing it from the field of interest of the institution/organisation — "getting rid of the problem".

Another important feature of this model is the fact that negotiations create a field in which one can, in an advantageous manner, obtain data and information which can affect the decision. However, in practice, the above-mentioned ignoring of many possible solutions takes place so that the decision is satisfactory for the parties to the process.

Bureaucratic (organisational) model of decision-making process

The model assumes that the structure of the decision-making process itself and the specific way of its arrangement in the organisation/system will impact the effectiveness of settlements. The basis of it is the assumption of multiple separate decision-making processes under individual fields of activity (social policy, foreign policy, cohesion policy, etc.)

The nature of decision is affected by the organisational culture which is predominant in a given sphere or organisation responsible for decisions and procedures applicable for this area. Decision-makers strive for fulfilling the requirements included in applicable procedures as an end in itself. In this manner, they do not pay attention to information and signals coming from the environment. This is the weakness of this model.

Model of decision-making process based on programme community³⁰

In construction of such a model, it is assumed that the decision-making process is strongly subordinated to beliefs, values and ideology of the community (organisation/system) in which the decision is made. The decision results from selection of data, information and knowledge from the

²⁹ Ch. Lindblom, *The Science of Muddling Through*, Public Administration Review, vol.19 (1), 1959.

³⁰ A. Heywood, *Politics*, London 1998.

point of view of the values of the group/organisation/system. An important role in the model, affecting the decision and its course, is played by the views of the decision-maker, which work as a “filter” in order to achieve the objective of making a decision compliant with the programme (values) of the community/organisation.

The “garbage can” model

This decision-making process model has been developed by an American management theorist, J.G. March and his co-workers³¹. In this model, objectives, technology (know-how, techniques and equipment) and participation in decision-making processes in organisations are unclear, uncertain and change rapidly. In organisations, it is difficult to identify a set of objectives which would be coherent and complete. In general, organisations operate on the basis of a collage of incoherent and not clearly defined objectives which they sometimes discover or formulate in their actions. Sometimes, members of an organisation do not understand its processes and procedures and communication between them and organisational units is weak. Just as frequently, it happens that it is unclear who is authorised to make a decision and who the decision is to apply to. Moreover, involvement of employees in even crucial matters might be insignificant since they might just be occupied with other tasks. All of these elements cause randomness to dominate the decision-making process.

According to J.G. March, the elements of the decision-making process such as: defining the problem, alternative solutions, process participants and situations supporting decision-making change over time and are relatively independent. They appear in a random and disorderly manner in decision-making processes, just like waste *in the garbage can* (hence the name of the model).

According to the authors of the “garbage can” decision-making model, it is not supposed to replace other approaches to decision-making, but solely supplement them. In other words, they point out that their model does not mean that there is disorder and chaos in all decision-making processes. Rational approaches to decision-making cannot be ruled out. However, one must bear in mind the existence of randomness in an organisation which is assumed to be objective and formalised, such as public administration.

5.1.4. Theoretical models vs. practice and a model of cooperation between the administration and think tanks

The process of research on forms and scope of cooperation between the administration and TTs provided us with a number of data which allow for ascribing the features of at least two models to the practice of governmental administration. With *model-like* correctness — although it varies in practice — decision-making processes exhibit features of the rational, classical approach in the fields of programming and implementation of programmes financed by the EU. Such features of classical rationality can also be encountered in the field of establishing task-oriented budget, the structural requirements of Regulatory Impact Assessment (relevant guidelines). Such rationality overlaps in many places with logic characteristic of the bureaucratic model, and when decisions concerning public policy or the law are the subject of discourse of politicians, also with the logic of what has been described as incremental and “programme community” models. Such multi-model shaping of decisions in governmental administration processes has its advantages (different processes require different

³¹ See: M.D. Cohen, J.G. March, J.P. Olsen, *A garbage can model of organizational choice*, Administrative Science Quarterly, Vol. 17, No. 1 (March 1972), pp. 1–25.

types of approach), but also numerous flaws (e.g. ignoring many pieces of information or lack of awareness of the significance of the so-called "points of absorption of uncertainty").

The purpose of the models presented above is to outline in what theoretical area the model of decision-making system in governmental administration using third party expert support, described above, can be located.

In simplification, one can say that it includes the classical interpretation of the rational approach to decision-making; it stresses elements such as organisational (bureaucratic) arrangement of support for decision-making (e.g. proposed structural and system solutions). A feature of the proposed model is cooperation between the administration and TTs so as to counter incrementalism and the "garbage can" practice, which is to be achieved through principles presented below and implementation of recommended organisational and system solutions.

5.2. Proposed approach to cooperation between governmental administration and analytical and advisory institutions

Due to their significance as well as the highest potential for creating cooperation between governmental administration and analytical and advisory institutions, the proposed model for decision-making in governmental administration covers the following areas:

- ▶ development and implementation of **public policies**, including strategic decision-making, implementation of governmental strategies and programmes and conducting **evaluation analyses**.
- ▶ **enacting law**, completed with conducting **evaluation analyses** aimed at adoption of optimum solutions (*ex-ante* evaluation) and verification of adopted solutions (*ex-post* evaluation).

In construction of the model, it has been assumed that the functioning of the decision-making system in governmental administration depends on the degree of utilisation, in organisations, of methods and tools in the field of:

- ▶ strategic management, in particular in the scope of programming methodology and strategy and programme evaluation;
- ▶ public management, in particular result-oriented management, process management and knowledge management in organisations;
- ▶ HR management, in particular elements of performance-related motivation.

This assumption is necessary since the model is based on the approach to public policies as a system, proposed in literature³².

When presenting proposed solutions regarding decision-making in governmental administration using third party expert support, it is necessary to look beyond the issue of cooperation with think tanks

³² See references to literature on the subject in: Olejniczak K., *Rola ewaluacji w krajowych politykach publicznych — analiza systemowa lat 1999-2010 [Role of evaluation in national public policies – system analysis of the years of 1999-2010]* in: Haber A., Szałaj M. (ed.), *Ewaluacja w strategicznym zarządzaniu publicznym [Evaluation in strategic public management]*, PARP, Warsaw 2010.

itself. Such an approach is possible when the decision-making system in governmental administration is viewed from the perspective of the theory of development and implementation of public policies.

It is assumed that every public policy is a system which has three functions³³:

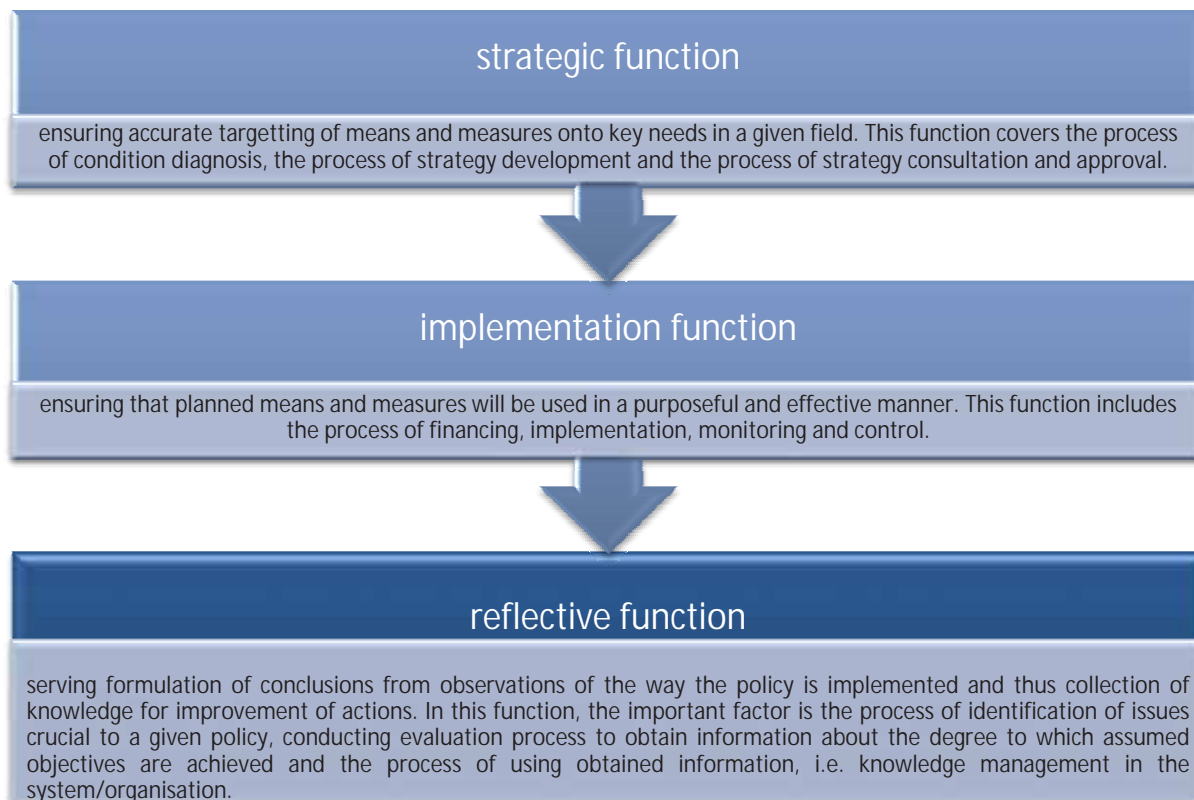


Figure 2: Functions of the public policy system

Source: Assumptions made after Olejniczak K., *Rola ewaluacji w krajowych politykach publicznych – analiza systemowa lat 1999-2010* [Role of evaluation in national public policies – system analysis for the years of 1999-2010]

The above systems depiction of public policies enables to use classic depiction of the public policies cycle for description of the model of decision-making process in governmental administration in the case third party expert support is used³⁴. This cycle comprises the following elements:

³³ Assumptions made after Olejniczak K., *Rola ewaluacji w krajowych politykach publicznych – analiza systemowa lat 1999-2010* [Role of evaluation in national public policies – system analysis for the years of 1999-2010], p. 44.

³⁴ See own study by J. Górniak, referring to J. D. Brickmayer, C. H. Weiss, Theory-Based Evaluation in Practice. What Do We Learn?, "Evaluation Review", Vol. 24 No. 4, August 2000 in text by Górniak J., *Ewaluacja w cyklu polityk publicznych* [Evaluation in the cycle of public policies] in: *Ewaluacja funduszy strukturalnych – perspektywa regionalna* [Evaluation of structural funds – a regional perspective], Mazur S. (ed.), Cracow University of Economics, Cracow 2007.

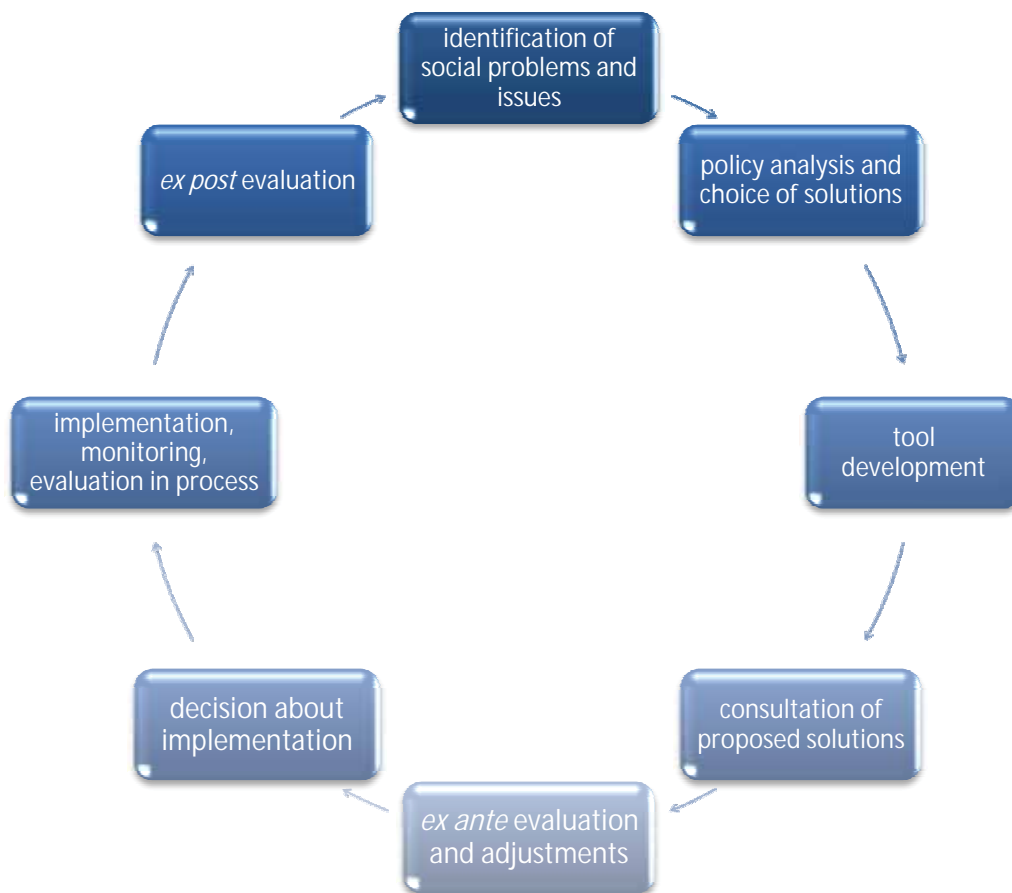


Figure 3: Cycle of public policies

Source: own study, after J. Górniak, referring to J. D. Brickmayer, C. H. Weiss, Theory-Based Evaluation in Practice. What Do We Learn?, "Evaluation Review", Vol. 24 No. 4, August 2000 in text by Górniak J., Ewaluacja w cyklu polityk publicznych in: Ewaluacja funduszy strukturalnych — perspektywa regionalna [Evaluation of structural funds – a regional perspective], Mazur S. (ed.), Cracow University of Economics, Cracow 2007.

Cooperation between governmental administration and analytical and advisory institutions, allowing for a multi-perspective approach and thus development of the most optimal decisions, is possible, and even recommended at practically each stage of the cycle. Such an approach should result in efficient conduction of public policies.

The adopted approach corresponds to the base concept of Eugene Bardach,³⁵ adopted at the stage of research on decision-making in the administration using third party expert support.

Permanent implementation of the above approach would contribute to achievement of the following objectives, crucial for the functioning of governmental administration:

- ▶ increasing the quality of created and implemented public policies and governmental drafts of normative acts;
- ▶ ensuring conditions for inflow of innovative solutions to governmental administration;
- ▶ increasing the efficiency of governmental administration;

³⁵ E. Bardach, *Praktyczny poradnik do analizy polityk publicznych [Practical guide for the analysis of public policies]*, MSAP UE, Cracow 2007.

- ▶ increasing transparency and openness of governmental decision-making processes;
- ▶ enforcement of participating nature of decision-making processes in governmental administration.

Achievement of set objectives should contribute to enforcement of the quality of created and implemented public policies and drafts of normative acts by basing them on evidence and research. Moreover, it should provide for improved effectiveness of the governmental administration activities through the use of expert knowledge and intellectual potential as well as the research potential of analytical and advisory institutions in governmental decision-making processes, as well as cause a significant increase in competences of governmental administration in the scope of knowledge management, including provision of governmental administration with innovative solutions. Significant effects will also include the enforcement of legitimisation of developed and executed public policies as well as implemented legal solutions.

For this reason, in the proposed approach, it is recommended that cooperation between governmental administration and analytical and advisory institutions is enforced, in particular in the following fields:

- ▶ **Development of public policies** based on evidence, taking into account the cycle of development of public policies (in particular identification and diagnosis of the problem and development of proposed variant solutions);
- ▶ **Development of draft strategic documentation** covering individual areas of public life as well as development of **draft governmental programme documentation and action plans of individual governmental institutions** (at all stages of the process of documentation development, with particular focus on the stage of information collection, research and diagnosis development);
- ▶ **Development of proposals for amendments to strategic documents, governmental programme documents and action plans of institutions** (in particular, in the scope of their validity and adaptation to changing institutional conditions and legal environment; in this field, it is crucial to use evaluation potential of analytical and advisory institutions);
- ▶ **Preparation of proposals for changes in legislation, proposals for new normative acts, including data for Regulatory Impact Assessments** (during: preparation of analyses and expert opinions for development of assumptions of a legal act, opinion on the assumptions or content of the legal act; Knowledge resources of analytical and advisory institutions should be used in all elements of model process of development of a Regulatory Impact Assessment, in particular in the scope of: problem identification and analysis, defining alternative solutions, analysis of costs and benefits, implementation plan, comparison of options and recommendation of the best option);
- ▶ **Public policy evaluation and evaluation of the functioning of the law**, i.e. assessment of its purpose, efficiency, effectiveness, usefulness, durability and quality; legal acts should be periodically evaluated, primarily from the point of view of their effects, quality, completeness and purpose;
- ▶ **Development of innovative solutions** in the scope of operation of governmental administration (inspiration for creating plans of reforms, institutional changes, establishment of new institutions or innovative mechanisms for legal and institutional order and to implement new digital technologies into actions of governmental administration).

Cooperation between governmental administration and analytical and advisory institutions should be planned and based on clear rules. A set of such rules has been presented below:

- ▶ **The principle of quality and professionalism**, according to which governmental administration should obtain the most up-to-date and complete knowledge useful in decision-making processes and use the services of the best knowledge producers while spending public funds in a rational manner, which means the necessity for governmental administration to have knowledge of types and specific nature of functioning of analytical and advisory institutions, appropriate analytical skills and use precise qualitative criteria in procedures related to selection of these institutions.
- ▶ **The principle of flexibility**, which means the ability to skilfully apply different public procurement procedures as well as use different methods of organising cooperation with analytical and advisory institutions (e.g. partnership agreements, framework agreements, advisory bodies, working groups, common task teams) and guarantee appropriate time to carry out the cooperation.
- ▶ **The principle of openness and innovativeness**, which means opening of governmental administration for innovative and original solutions and innovative proposals formulated by experts and analytical and advisory institutions, both with respect to the content of proposed solutions and application of modern digital tools in research work and operation of governmental administration.
- ▶ **The principle of explicitness**, which means that products obtained by governmental administration in the process of cooperation with analytical and advisory institutions are publicly accessible via Public Information Bulletins unless this is explicitly contrary to statutory provisions.
- ▶ **The principle of completeness**, which means striving for obtaining the most complete amount of knowledge and information possible, useful in decision-making processes through the use of multiple available sources of this knowledge and use of opinion of different environments and analytical and advisory institutions so that the knowledge obtained is characterised by objectivity.
- ▶ **The principle of knowledge management**, involving ordered and continuous sharing of obtained knowledge with other interested governmental administration institutions and shared use of the knowledge and experience capital obtained in cooperation with analytical and advisory institutions while using modern communication tools.
- ▶ **The principle of evaluation**, which means the necessity of periodical assessment of the purpose, quality, adequacy, efficiency and effectiveness of cooperation between governmental administration and analytical and advisory institutions and the need to introduce modifications facilitating the improvement of this cooperation.

A model operating on the basis of such rules should be applied in governmental administration, contributing to increased efficiency in its operation and implementation of public policies.

5.3. Analysis of the impact of the recommended model

Analysis of the impact of the proposed model included two basic areas: assessment of financial effects of implementation of the model and analysis of risk related to this implementation.

5.3.1. Estimation of financial effects of implementation (costs/benefits)

The most significant benefit from implementation of the proposed model will be the possibility to make optimal decisions and thus conduct public policies in a more efficient manner. Examples in this field should be taken from the European Commission which in shaping its policies (e.g. cohesion policy) strives for achieving the maximum effect using invested funds. To this end, analytical and advisory institutions are commonly applied at each stage of development and implementation of policies. It is crucial to use expert knowledge in fields of policy operation to determine the diagnosis of the initial situation, propose solutions to problems, select appropriate tools as well as measure implementation of objectives. At the stage of implementation and after this stage, it is important to verify whether problems have been solved, what needs further improvement and how policy should be developed in a given field. Successful implementation of public policies is only possible owing to optimisation of decisions, making them on the basis of existing evidence and application of tools selected as best solutions to specific problems; and such an approach involves support from analytical and advisory institutions. Similar benefits can be achieved in the field of law-making, which is criticised for the so-called "inflation of law" — a negative phenomenon in legislation process, involving creation of excessive amounts of law, disproportional in relation to actual needs, excessive detail in provisions and overregulation. Newly introduced provisions are frequently amended shortly afterwards. Such situations could be avoided through cooperation of units responsible for preparation of draft legal acts with analytical and advisory institutions with experience in the field of legislation or in-depth knowledge of the field with which given legislative changes are concerned. Benefits in such a case are difficult to quantify; nevertheless, good, stable and comprehensible law is the foundation for the functioning of a country.

According to prof. Jarosław Górniak,

"Evaluation should be assumed by every public action which is based on planning achievement of certain effects. Its value and significance is the fact that it can potentially perform three material functions:

1. settlement and enforcement of responsibility for implementation of a given public project;
2. cognitive function [providing knowledge of the course and results of policies];
3. stimulation of improvements and organisational development of the institution implementing public policies.

Moreover, other functions of evaluation are frequently pointed out, such as legitimising function, i.e. confirmation (or not) of correctness and social usefulness of innovative actions by public decision-makers and justification of spending public funds. The role of evaluation in shaping democratic order and developing good standards of governance of public authorities (efficiency, transparency and accountability) should also be noted³⁶.

³⁶ J. Górniak "Sprawne państwo, cykle tworzenia i oceniania polityk/programów publicznych" [Efficient state, cycles of development and assessment of public policies/programmes] www.cpsdialog.pl/files/Sprawne%20panstwo_ProfJGorniak_4.doc, as at 18.05.2011.

The model proposed above will generate costs for the public finance system. In the first place, funds should be provided to governmental administration for financing of analyses and expert opinions. It should also be noted that in the research respondents pointed to benefits of cooperation with advisory and analytical institutions and at the same time stressed that such a cooperation is frequently feasible only owing to EU funds and would be impossible without them. Use of third party consultancy in making crucial decisions should become a rule; however, this requires appropriate funds.

The costs of introduction of the model will also include adequate training of employees in the civil service corps. Some of the trainings dedicated to this field will be financed from the project of "Improvement of the quality of decision-taking processes in governmental administration by use of the potential of scientific and experts' communities", under which this research is also carried out. Nevertheless, learning is a continuous process, which means that in the future, trainings should be continued both among old and new workers to deepen the knowledge of the former and so that the latter can effectively apply the knowledge existing outside governmental administration to make optimal decisions.

Costs of introduction of the model can also include extended decision-making process. Inclusion of both internal and external experts into mechanisms implies allocation of more time for this process, which is necessary for the newly included experts to familiarise themselves with the problem, the opinions of the administration about its solution and to express their opinions.

5.3.2. Estimation of the risk of proposed solutions

Analyses of the scope and the form in which the administration cooperates with research institutions dealing with public affairs show significant differences in this respect. Practices valid in the areas where this cooperation is an element of the processes of benefiting from European funds differ, for example, from those which are a fixed procedure of legislative processes. It is clear that in areas where the administration might have means for studies originating from EU funds, there is a significant increase in research processes. Thus, entire institutions and their staff acquire specific skills of interacting with third party partners in decision-making processes.

The above factors are characteristic of two types of threats which accompany every process of change. The first type is external (although in the field of using EU funds, there is interdependency of external restrictions and internal power to negotiate provisions advantageous for a country), while the second type — internal, i.e. more dependent on autonomic domestic settlements.

The success of application of each model depends on the degree to which it can be adapted to already existing practices, organisational condition, experiences in practising cooperation, etc.

Moreover, introduction of changes in the field of cooperation between the administration and analytical and advisory institutions depends on:

- ▶ the scope, forms and manners in which in the future (starting from 2014) programme period, the administration will be able to use EU funds for analyses, research, etc.
- ▶ the degree to which the analytical approach, which is referred to as programming and implementation of "evidence-based policy", will be a fixed procedure in everyday functioning of the administration. What matters in this scope is both the degree of perfection and dissemination of the model RIA propagated by the Ministry of Economy, as well as other elements, such as the "network" of analytical units of ministries and their HR and subject-

matter potential, development of managerial (and not purely administrative) approach to task implementation.

In addition to the above-mentioned risk factors, there may appear risks natural for each process of change which takes place in the area of the administration. They derive from changes in political circles in which decision-making processes are implemented and from the risk deriving from the condition of domestic finance.

Generally, two types of risk may be noticed: external and internal; within each type, it is possible to identify a number of risk areas.

Table 1. Risk areas.

External	Operational
<ul style="list-style-type: none"> ▶ Risks of a political nature (e.g. change of government, affecting priorities of the implemented model of cooperation of the administration with third party advisory institutions) ▶ Economic risks (e.g. introduction of rules that hinder financing of third party expert support from sources available for the administration; domestic or global economic crisis) ▶ Legislative risks (e.g. Poland, as one of EU countries, may be in this respect limited by EU regulations; major changes in law which is the basis for institutionalisation of cooperation of governmental administration with analytical and advisory institutions). 	<ul style="list-style-type: none"> ▶ Risks of the lack of transparency and partnership nature of cooperation of the administration with third party advisory centres (e.g. using established procedures for cooperation of the administration and advisory centres for illegal lobbying) ▶ Risks of inefficiencies (empty procedures), that is execution of forms of cooperation accompanied by failure to benefit from advisory bodies' products ▶ Institutional risks (insufficient market of advisory institutions in the areas for which the administration has demand; low – according to the administration – quality of products and services provided by advisory market)

Source: own study.

It is possible to indicate a relationship between a lapse of time and high probability of occurrence of individual types of risk.



In each of the perspectives, the potential risk area is the political risk. This pertains to both the indicated example (the change of government) and other activities that are a part of political processes, an example being, as indicated by experts and observers of the political scene, the process of politicisation of institutions and organisations unrelated directly to politics (e.g. state-owned companies, civic organisations, public universities). This process may significantly reduce both the demand and the supply of reliable, objective knowledge.

Methods for minimising negative effects of the indicated risk areas are shown in the following table.

Table 2. Methods for minimising negative effects in the indicated risk areas

Risk area	Minimising methods
Political risks	<ol style="list-style-type: none"> 1. Lobbying among politicians for the solutions used 2. Dissemination of good practices and information about the benefits of the established model of cooperation.
Economic risks	<ol style="list-style-type: none"> 1. Stabilisation of the principles of cooperation based on long-term agreements will allow for the use of services in spite of the adverse financial conditions or other changes in the environment of legal and institutional. 2. Creation, proposed by the Contractor, of the knowledge resource available to all governmental administration entities. 3. Constant and current knowledge base may be created by obtaining materials free of charge from universities and research institutes. 4. In the work on the task-based budget, separating within the tasks of each institution, the task/tasks associated with third party advisory support. 5. Acquisition of analytical and advisory support – while maintaining the rules of transparency, competitiveness – so as to minimise the financial commitment. For example, through partnership projects funded from sources other than the state budget. Academic institutions might be interested in these types of projects.
Legislative risks	<ol style="list-style-type: none"> 1. Monitoring of existing solutions in other EU countries and the analysis of law developed in Poland in terms of impact on the established model. 2. Repeating, e.g. every two years, of research of legal barriers and legislative practices applied in the area of cooperation of the administration with institutions dealing with research and advisory services in the field of public affairs.
Transparency risks	<ol style="list-style-type: none"> 1. Conducting evaluation research and inspection to verify whether advisory entities abuse opportunities created by the model of cooperation. 2. Dissemination of good practices that show the effects of a new model of interaction of the administration and of third party analytical entities.
Ineffectiveness risks	<ol style="list-style-type: none"> 1. The introduction of efficiency issue of the established model of cooperation as a research area in the processes of management control, internal audit and third party audits. 2. The solution that minimises the area should be a well-functioning mechanism for task-based budgeting. This would force government institutions to perform effectiveness analysis of expenditure on third party advisory support.

Risk area	Minimising methods
Institutional risks	<ol style="list-style-type: none"> 1. Actions affecting the advisory market through specific rules and requirements that lead to the strengthening of Polish advisory institutions, exchange of experience, increase in the extent to which the selection of advisory bodies have measurable quality criteria. 2. Poor research market potential in the areas in which the administration needs third party support may provide for the possibility of wider use of the institutions of other EU countries. This may be, for example, requirements (sometimes used) for a partner from an EU country to have a partner in Poland to carry out advisory projects. 3. Actions that minimise the risk in a short term and at the same time have an impact on the future, will be consistent introduction of qualitative criteria to procedures of selection of advisory institutions.

Source: own study.

When listing factors facilitating and impeding the application of the model of cooperation between governmental administration and advisory and analytical centres, it is impossible to omit the issue of financial and organisational conditions of functioning of governmental administration.

First, given the knowledge of the history of establishment and, subsequently, stabilisation of the principles of operation of civil services in Poland, caution is required when relying on the currently applicable model. It is impossible to rule out far-reaching changes, which can be both in favour of and destabilising for the discussed model and systemic solutions. One can imagine development of such principles of functioning of civil services which would allow experts hitherto (perhaps simultaneously) employed in analytical centres to enter their structures and temporarily operate in them. Already today, entities implementing the so-called systemic projects in HC OP or playing the role of intermediary institutions under this (or other) operating programme hire experts for advisory purposes, issuing opinions on reports, formulating the scope of research works, etc.

If such a direction were to be realised, it could act in support of the indicated model of cooperation. However, the above-mentioned openness of civil services for external experts also involves certain risks, such as:

- ▶ threat of lack of transparency of roles which the expert/experts assume in administration structures;
- ▶ possible limitation of competition on the market of advisory and analytical centres;
- ▶ employment in the administration may involve loss of "researcher's freedom", which should be exhibited by experts.

Secondly, reports describing different aspects of operation of ministries and central offices³⁷ indicate, on the one hand, a number of faults exhibited by HR and structures of governmental administration. On the other hand, they exhibit symptoms of, or even stable management procedures and mechanisms, working for a long period of time, in accordance with the best (and tested) models of modern, innovative administration.

Thus, as above, factors in support of execution of actions described in the model are present and seem to remain so in the future. However, it is possible that flaws, deficits and deformities indicated, for example, in the above-mentioned reports will remain present in the functioning of governmental

³⁷ E.g. report of the Chancellery of the Prime Minister regarding governmental administration quality management model or the report of Ministry of Regional Development regarding knowledge management in selected ministries or the report of DEMOS Europa centre on innovativeness in public administration.

administration. This is the risk which in short could be defined as *the risk of the administration leaving/retreating from/temporarily abandoning the road to innovative forms of operation.*

Thirdly, the administration has always been under pressure of financial restrictions. It suffices to take a look at the history of attempts to limit employment in governmental administration which have been made, for example, over the past three years. Leaving aside further developments of both individual cases³⁸ and broader scenarios, what will take place in this field may both have positive effect on and pose risk in execution of tasks described in the model. It appears, and there is already even evidence³⁹, that within the next few years, in Polish governmental administration system there will be conducted measures which may be described as a savings package⁴⁰. The discussed model may benefit from this, for example, through an endeavour for the administration to use more broadly the knowledge from other resources instead of its own, which are limited. However, it can also give rise to risks as simple as narrowing cooperation with third party entities with justification by "*HR and financial reductions*" or risks of more complex nature, such as e.g. restricted co-financing by the administration of different research or expert works, etc., not only those directly ordered for the purpose of decision-making processes, but also executed, for example, as projects by way of competition of grants or similar initiatives.

³⁸ Such as the Act of 16 December 2010 on rationalisation of employment in state budget entities and certain other entities in the public finance sector in the years 2011–2013.

³⁹ E.g. freezing of salaries in the budget area (incl. administration), set forth in the budget act for 2011.

⁴⁰ The landscape of possibilities in this scope has been presented by P. Pietrasiński in: *Działania doraźne i pakiety oszczędnościowe w administracjach publicznych [Ad hoc measures and savings packages in public administrations]*, Przegląd Służby Cywilnej No 1 (10) January-February 2011.

6. Designed indicators for measurement of trends/scales of utilisation of the potential of scientific and expert circles in works of governmental administration

Measurement of trends and scales of utilisation of the potential of scientific and expert circles in works of governmental administration should take place according to generally accepted methodology of creating policy and programme monitoring systems. Thus, it is important in this respect, that the possibility of analysis is retained in the context of:

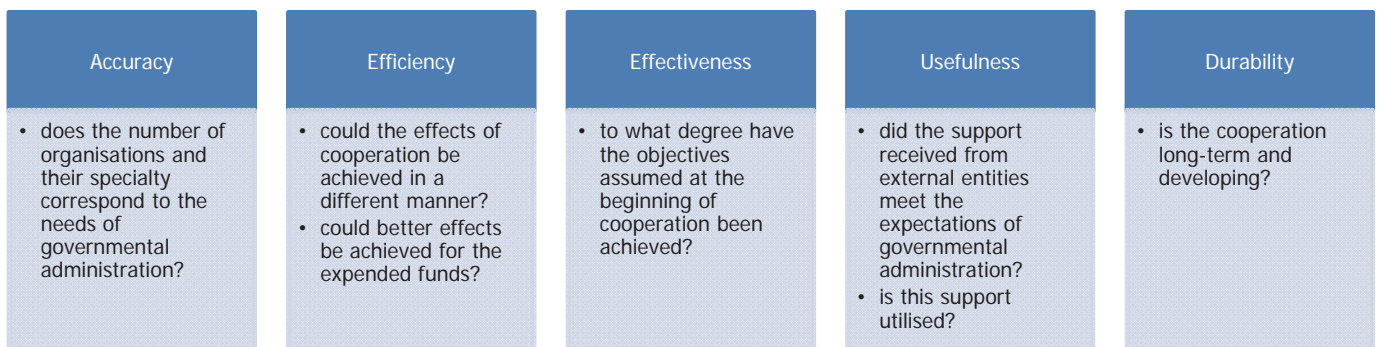


Figure 4. Criteria which should be analysed with the system of indicators for measurement of trends/scales of utilisation of the potential of scientific and expert circles in works of governmental administration.

Source: own study on the basis of the European Commission, Working Document No. 6. Measuring Structural Funds Employment Effects, March 2007, p. 16.

The essence of monitoring is thus taking into account every aspect of cooperation between governmental administration and third party organisations.

On the other hand, in construction of such a system, it is extremely important to take into account the process-based approach, i.e. the cause-effect approach. Such an approach, known to institutions implementing European funds, has been presented below.



Figure 5. Process-based approach in preparation of indicators for measurement of trends/scales of utilisation of the potential of scientific and expert circles in works of governmental administration.

Source: own study on the basis of the European Commission, Working Document No. 1. Indicative Guidelines on Evaluation Methods: Ex ante Evaluation, August 2006, p. 4.

The basic role of think tanks is establishment of relations between knowledge and creation of policy⁴¹, accompanied by strong emphasis on utilisation of their work in different manners and varied scope. Measurement of utilisation of the potential of scientific and expert circles in works of governmental administration cannot, therefore, relate solely to its quantity, but also to quality.

⁴¹ Waltraut Ritter, Are Think Tanks an Indicator for Societal Progress?, The Hong Kong Foresight Centre, 3rd OECD Forum on Statistics, Knowledge and Policy, Session 2.2.d: The Role of Think Tanks, 27–30 October 2009, p. 2 [http://www.oecd.org/dataoecd/22/1/43596145.pdf]

Proposals for indicators should include both of the above-mentioned levels; they should comply with the evaluation criteria and analyse each stage of cooperation from the point of view of both quantity and quality. For this reason, indicators for measurement of trends/scales of utilisation of the potential of scientific and expert circles in works of governmental administration will be presented on the basis of the above-mentioned assumptions.

Accuracy indicators



Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Number of think tank organisations [units], of which: <ul style="list-style-type: none"> number of central advisory and consultative bodies number of permanent advisory bodies number of problem commissions number of government think tanks number of political party think tanks number of academic think tanks number of advocacy think tanks and research organisations 	X		X		

This general indicator informs about the number of different types of organisations performing the role of think tanks (i.e. describing the supply-side of cooperation). It is extremely important since it enables the comparison of this issue between different EU Member States and over individual years (showing growth of potential of think tanks). For governmental administration, it is an indicator which will facilitate the choice of the correct type of organisation to cooperate with.



Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Number of think tank organisations [units], of which: <ul style="list-style-type: none"> number of think tanks concerned with political issues number of think tanks concerned with economic and local self-government issues number of think tanks concerned with international issues (including European integration) number of think tanks concerned with human rights and social issues number of think tanks concerned with other areas 	X		X		

This indicator is material from the point of view of commencing cooperation and recognition of the market — determining how many organisations deal with issues important to governmental administration (also an indicator determining the supply-side of cooperation).




Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Assessments of think tanks' responses to the requirements of administration [on the scale of 1 to 7], of which: <ul style="list-style-type: none"> assessment of think tanks concerned with political issues assessment of think tanks concerned with economic and local self-government issues assessment of think tanks concerned with international issues (including European integration) assessment of think tanks concerned with human rights and social issues assessment of think tanks concerned with other areas 		X		X	

Qualitative assessment of the offer of think tanks in relation to the requirements of governmental administration. This assessment is made by representatives of the administration, on the scale

between 1 (the lowest rating — the offer of think tanks does not meet the requirements of the administration) and 7 (the highest rating — the offer of think tanks perfectly meets the requirements of the administration). This criterion analyses the accuracy of the offer of think tanks in a qualitative manner, in the context of the requirements of governmental administration.

Efficiency indicators

The most important indicator in the analysis of efficiency will be the average cost of obtaining the product of cooperation between think tanks and governmental administration.



Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Average cost of obtaining 1 product of cooperation [PLN '000/unit], divided into: <ul style="list-style-type: none"> • issue diagnosed in the office • proposal for resolving the issue in the office • draft of a new legal act • proposed amendments to the law • informative material • issued administrative decision • developed strategy or action plan • modification of a strategy or action plan • implementation of a decision • assessment (evaluation) of the effects of decisions made • developed RIA 	X			X	

The drawback of such an indicator is the fact that products, even within indicated groups, are frequently incommensurate and not comparable (e.g. issues in the office are different; they can be simple or complex, etc.). Nevertheless, such an indicator provides a general view of the costs of obtaining products (analyses can also include standard deviation in order to verify which of the products is the most diversified one). Such a comparison would allow for answering the question whether a given product could be obtained with less expenditure (if, for instance, similar products have been obtained in the past at far less cost), as well as whether funds spent could allow for obtaining more products (had they been spent in a different manner or had products been created in cooperation with different think tanks).

It is also crucial that the value of such an indicator is calculated not only for products obtained in cooperation with think tank units, but that attempts are also made to calculate them for products obtained solely using own offices. Then, comparison of both corresponding indicators (for products obtained in cooperation and individually) will answer the question about the efficiency of expending funds: whether the effects achieved owing to cooperation could have been achieved in a different manner (e.g. with own effort) and whether such a manner would have been less expensive.

The following indicators can be used as a supplement of the efficiency analysis:



Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
The value of financial resources allocated for cooperation with think tanks in a given ministry in a given year [PLN '000] <ul style="list-style-type: none"> • including the value of financial resources allocated for expert opinions and analyses in a given ministry [PLN '000] 	X		X		

The indicator provides the amount of spendings allocated to cooperation with think tanks by public administration. It reflects the scale of this cooperation. On the other hand, it is recommended to analyse the level of independence of think tanks. A crucial factor in think tanks' independence is money received from citizens. It usually comes from three sources: private donors, international cooperation or funds obtained under implementation of projects (including governmental projects). Independence of think tanks may be seriously limited if the funds come only from the state budget or local budgets.⁴² Hence the proposal for an additional indicator, defining the level of income of think tanks by sources, which will constitute a quantitative description of a given organisation, but also (combined with the previous indicator) will provide qualitative evaluation of the level of independence of such a think tank:



Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Income obtained by a think tank in a given year [PLN '000]	X	X		X	
<ul style="list-style-type: none"> • of which: from private persons • of which: from international cooperation • of which: from project implementation (outside governmental projects) • of which: from governmental project implementation 					

Effectiveness indicators

Analysis of effectiveness is primarily the answer to the question of whether the objectives of cooperation assumed at the beginning have been achieved. Such an answer can be provided by a qualitative indicator, evaluating the degree of achievement of objectives assumed at the beginning of cooperation.



Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Assessment of the degree to which think tanks achieved the objectives of cooperation specified at the beginning (on scale of 1 to 7), of which:		X			X
<ul style="list-style-type: none"> • assessment of think tanks concerned with political issues • assessment of think tanks concerned with economic and local self-government issues • assessment of think tanks concerned with international issues (including European integration) • assessment of think tanks concerned with human rights and social issues • assessment of think tanks concerned with other areas 					

Offices cooperating with think tanks would make an assessment using a 7-degree scale, where 1 would stand for complete failure to achieve the objectives assumed at the beginning, whereas 7 — complete success in achieving the objectives of this cooperation.

⁴² Ziętara Wojciech, Istota think tanks [The nature of think tanks], Annales Universitatis Mariae Curie-Skłodowska Lublin – Polonia, Vol. XVI, 1 Sectio K, 2009, MCSU Faculty of Political Science, p. 192.



Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
The number of think tanks with which governmental administration cooperated in a given year [units]	X			X	

- of which: share in all think tanks

The effectiveness can also be measured in the context of commencing cooperation. The above indicator is the basic indicator reflecting the effectiveness of think tanks in commencing cooperation with public administration. Firstly, it informs us how many organisations cooperate with the administration and secondly – what percentage of all think tanks it is, i.e. what the effectiveness of the entire sector of think tanks is in this scope.



Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Number of ministries/governmental administration units which cooperated with think tanks in a given year [units]	X			X	

- of which: share in all ministries/governmental administration units:

On the other hand, the number of ministries/governmental administration units which cooperated with think tanks is important to assess what part of administration uses third party knowledge and what changes take place in this scope over time.




Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Number of cases realised by think tanks in a year [units], of which:	X			X	

- number of issues diagnosed in the office
- number of proposals of resolving the issue in the office
- number of drafts of new legal acts
- number of proposed amendments to the law
- number of informative materials
- number of administrative decisions issued
- number of developed strategies or action plans
- number of modifications to strategies or action plans
- number of implementations of decisions
- number of assessments (evaluations) of the effects of decisions made
- number of developed RIAs
- number of other cases, not mentioned above


The indicator will assess the effectiveness of think tanks as the main providers of certain products to governmental administration. Firstly, this indicator will reveal the number of executed products which may be related to the indicator of the number of think tanks which cooperate with governmental administration and provide knowledge of the effectiveness of think tanks in the scope of executing individual products (average numbers of products per one think tank). Secondly, the indicator provides the effectiveness of think tanks when it comes to winning the trust of public administration (its will and ability to obtain third party advice and knowledge) through analysis of the percentage of individual products executed by think tanks in total products executed in the administration (see the relevant accuracy indicator).

Usefulness indicators



Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Percentage of implemented recommendations included in analyses for governmental administration [%]		X			X
<ul style="list-style-type: none"> • in division into type groups of think tanks • in division into thematic groups of think tanks • in division into specific think tanks 					

This indicator provides information about reliability of cooperation — development of recommendations which are useful for governmental administration; as well as about its feasibility — the possibility to execute it (i.e. taking into account the realism of functioning of administration and technical possibilities).



Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Assessment of the importance of implemented recommendations included in analyses for governmental administration [on the scale of 1 to 7]		X			X
<ul style="list-style-type: none"> • in division into type groups of think tanks • in division into thematic groups of think tanks • in division into specific think tanks 					

Apart from usefulness, measured with the percentage of implemented recommendations (i.e. their usefulness for the administration), it is also recommended to measure the importance of recommendations for the functioning of the administration. In other words, the assessment would involve recommendations in the context of whether they are minor adjustments in the functioning of offices or their environment or whether they are strategic recommendations, altering then manner of functioning or the approach of offices.




Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Number of quotations of reports and analyses of think tanks in a given year [units]		X			X

This indicator informs about the ability of think tank organisations to affect the reality they operate in. Changes in this indicator over the analysed period may show changes in the impact of different institutions on social and economic and political life⁴³. Measurement of this indicator may pose a problem, although changes taking place in this scope (e.g. development of internet databases and virtual libraries) may facilitate the measurement of the indicator.

⁴³ Study on the basis of Waltraut Ritter, Are Think Tanks an Indicator for Societal Progress?, The Hong Kong Foresight Centre, 3rd OECD Forum on Statistics, Knowledge and Policy, Session 2.2.d: The Role of Think Tanks, 27–30 October 2009, p. 2 [http://www.oecd.org/dataoecd/22/1/43596145.pdf]

Durability indicators



Name of indicator	Type of indicator		Stage of cooperation		
	Quantitative	Qualitative	Input	Product	Result
Number of organisations cooperation with which is continued in a given year [units] <ul style="list-style-type: none"> of which: as a share in total number of think tanks cooperated with in a given year 	X	X			X

A very important indicator of cooperation durability, which should be valued neutrally, i.e. analysed together with other indicators, and evaluated depending on the context. In general, it shows, in a quantitative manner, whether governmental administration wants to continue cooperation with organisations with which it cooperated in preceding years. In terms of quality (as % share), the indicator shows, in general, how the cooperation is developing; whether it is tightening, whether governmental administration uses proven third party partners or whether it seeks new opportunities. On the other hand, continuous cooperation involves, apart from benefits, negative consequences, such as monopoly of several think tanks for contacts with administration or excessive submissiveness to the administration and preparation of recommendations which are, in a manner, "tailored" to meet its expectations. Thus, assessment of the value of this indicator needs a broader context. Another drawback of this indicator is dependence on selection of think tanks in the procedure of granting public procurement under which the administration may be forced to choose an organisation different from the one with which it has cooperated so far.

7. Conclusions

The following conclusions and the table of recommendations result from research carried out as a part of the project, experience obtained during study visits from other countries, discussions held during two expert panels and a seminar attended by representatives of both governmental administration and expert circles.

1. Using third-party expert support by governmental administration depends on the so-called knowledge infrastructure, i.e. human resources, procedures, mechanisms of cooperation, etc. — elements which are a part of wider management processes, in particular knowledge management, in Polish administration.
2. Effective use of third party expert opinion requires that governmental administration has appropriate analytical potential. Different approaches are possible in this area. The solution recommended by the research team is creation of analytical units in individual ministries and offices of governmental administration. At the same time, during the seminar, there were proposals for creating a separate governmental research institution, inspired by French solutions. The task of such an institution would be knowledge management in governmental administration, including coordination and collection of expert opinions and results of research ordered by governmental administration.
3. Public administration bodies have formal and legal conditions, and some of them also appropriate organisational units, in order to effectively cooperate with third-party institutions. The problem is, apart from the issues of knowledge infrastructure, the lack of well-established practices, mechanisms and skills of programming and pursuing such a cooperation. Another problematic issue is the lack of uniform approach to cooperation with analytical and advisory institutions; thus, aside from good practices, there are also cases of the lack of cooperation in development of strategic documentation.
4. One of the main barriers to the use of third-party advisory services is the **sceptical attitude** of parts of the administration as to the appropriateness and desirability of such cooperation. A crucial aspect is **low level of trust** between the parties (both within the administration and with partners outside the administration). Commencement of cooperation by public administration is frequently accompanied by fears of lobbying, manipulation or possibility of corruption, which shows material mental barriers which impede obtaining and using third party knowledge.
5. There is a problem **of inadequate coordination of research, sharing knowledge and joint development of the analytical potential of the administration**. In assessing the way of sharing knowledge, great discretion of individual offices and lack of mechanisms developed in this area could be noted. There is no common knowledge base.
6. An important barrier to the cooperation of the public administration and advisory and analytical institutions is the problem of **incomplete mutual understanding** of the context and the purpose of both types of institutions. Generally, the administration still does not often communicate its needs and expectations, and experts do not always want to or are able to learn and understand the needs of the administration and adapt their offer appropriately. This hinders mutual understanding of needs and commissioning and provision of consultancy services with high usefulness.

7. Another important issue is **absence of conviction about the necessity to conduct evidence-based policy among some of Polish decision-makers**. In particular, political decision-makers, frequently under pressure of public opinion and the media, require civil servants to immediately develop proposals of legal solutions or new actions improving the situation, whose development under normal conditions should be preceded by in-depth analysis taking into account the interests of all parties, current state of knowledge, etc.
8. **Foreign experience** indicates that **expert knowledge is broadly used** in visited countries in spite of public administration having its own expert resources. One of the basic reasons for this is the common belief that it is necessary to conduct evidence-based policy. Making use of third party expert opinions allows for acquiring the latest knowledge in a certain domain from those specialising in a specific subject matter (which is often a narrow field of expertise) with the use of complex methods of acquiring and analysing data; using those methods not being among the tasks of the administration (it is not its role and it does not have the appropriate tools for it). Obtaining knowledge and opinions of third party experts is particularly necessary when an issue concerns socially sensitive topics. It facilitates mature decision-making, but also increases social support for conducted policy and ensures deeper understanding of principles of decision-making processes. Taking into account knowledge and opinions of third party experts during formulation of assumptions for public policy or its reform also improves the process of later formal social consultations. Moreover, many times, specific expert knowledge is needed *ad hoc* and on one-off basis, and hence permanent employment of administration personnel with specific skills and knowledge is unjustified.
9. **Foreign institutional models** of cooperation with third party experts and methods of obtaining knowledge related to them are varied. On the basis of comparative analysis of foreign experience, one can indicate two basic models: the model dominated by public analytical and advisory institutions (the Netherlands and Sweden) and the model dominated by private analytical and advisory institutions (USA and UK); however, domination of one kind of institutions does not mean the absence of the other one.
10. Foreign experience shows the importance of **internal knowledge base** in governmental administration, which is used in visited countries and public institutions at least to an equal extent with third party knowledge. This takes place in different forms — firstly, through **committees and teams** created *ad hoc* and depending on needs, which include civil servants from different institutions, contributing their expert knowledge base to the analysed topic. Another form of creating internal expert knowledge are permanent **institutions** with different legal forms.
11. In all the visited countries, provisions concerning **public procurement** regulate rather strict principles of making purchases using public funds; however, countries with long traditions of cooperation with external expert circles have developed principles which make these procedures more flexible and enable, to a larger extent, taking into account qualitative criteria in assessment of offers.
12. The source of **good practices** in Polish administration is the mechanism of “forced” evaluation research, which has been operating for several years. It applies to programmes and projects financed from EU structural funds. These practices are the basis for introduction of an evaluation mechanism also where the sources of funding are national means (which in practice is already provided for by the act on the principles of conducting the development policy).

13. **In practice, in Polish administration, there are mechanisms in use which could constitute the basis for the improvement of the decision-making process and also for the development of cooperation with third party advisory and analytical centres.** These are:
 - a) Regulatory Impact Assessment System (RIA), mandatory for government projects of normative acts.
 - b) A mechanism to adopt a strategy of development, introduced by the provisions of the act on the principles of conducting development policy.
 - c) Evaluation mechanisms developed in the system of programming and spending of structural funds and European funds.
14. Regulatory Impact Assessment System, as a viable mechanism, has operated in the Polish governmental administration since 2001. It may serve as a basis for building a model of cooperation of the administration and third-party advisory centres. However, the practice of this mechanism is not optimal and requires adjustments.
15. A notable problem is the **lack of precise legal framework and established practices of examination and assessment of functioning of the law (*ex post* examination of the law)**. Initial experience in this field is being developed (e.g. in the Ministry of Economy); however, this experience should cover the entire governmental administration.
16. In the practice of public administration, except for RIA, there is **no uniform and reliable mechanism for estimating the costs and financial effects of cooperation of public administration and advisory bodies**. There are no developed measurements of analysis of cost-effectiveness of third party advisory services, including analysing the costs of lack of such advisory services. However, in the case of RIA, such a mechanism is not applied despite being developed and included in the guidelines.
17. Despite numerous weaknesses, **public administration institutions and analytical and advisory institutions have the necessary potential** to guarantee effective cooperation and to develop better public policies and drafts of legal acts.
18. The problem is, however, **the financial potential** which on the one hand does not allow public administration to lead an orderly and planned long-term research and evaluation policy (outside the areas covered by EU funds), while on the other hand, makes it difficult for think tanks to build a strong organisational and HR basis.
19. The above conclusions prompt for rethinking of the decision-making model in governmental administration with support of analytical and advisory institutions. Such a model should concern decisions of particular nature, i.e. related to **shaping and implementation of public policies and development and assessment of legal solutions**.
20. The approach to cooperation with analytical and advisory institutions should be uniform in the entire governmental administration and it should be based on transparent, clear-cut **principles**. These principles, as has been pointed out by one of the participants of the seminar, should overlap with developed guidelines regarding observance of the principles of public service and the rules of ethics of the civil service corps which will be implemented by way of regulation of the Prime Minister.

8. Table of recommendations

N ^o	Conclusion	Recommendation	Expected effect of the recommendation implemented	Way of implementation	Addressee of the recommendation	Deadline for realization	Risk of implementation
1.	Using expert support by government administration depends on so called infrastructure of knowledge i.e. procedures, mechanisms of cooperation and other elements which are parts of wider management processes, especially knowledge management in the Polish public administration.	Improvement of the functioning mechanisms that facilitate decision-making by using the expert knowledge and introducing them where the lack of those mechanisms was identified. Introduction into the existing decision-making mechanisms the rule called tentatively EWA (Polish abbreviation for Expert Analysis Support) and creation of the new decision-making mechanisms based on that rule. Application of that rule would be based on the full use of possibilities offered by the Public Procurement Act, including extended scope of forms that have been rarely used so far, i.e. framework contracts, long-term advisory contracts, e.g. through cooperation with a network of institutions. It is recommended to use more widely the formula of the competition concerning long-term expert advisory in the given area	Functioning of the mechanism for decision-making with the use of the external expert support. Improvement of the knowledge management in the Polish public administration. Improvement of the quality of planning for analytic and research activities.	Elaboration and implementation of guidelines for cooperation with advisory institutions in the offices of public administration. Assigning (where missing and where there is such a need identified), within the framework of Ministries and central offices, special analytic units or independent posts (in case of small institutions) that would support decision-making procedures in terms of legislation and strategic planning. Ensuring through internal regulations the real realization of coordinative role of such units both internally and externally (in terms of relations with subordinate entities). That is especially important in terms of relations between ministries and their subordinate specialised controlling institutions (inspectorate bodies).	Ministries and central offices, coordinating institution - KPRM (the Chancellery of the Prime Minister), the minister in charge of public administration, Civil Service Council	Two stages of implementation: pilot stage (covering selected areas and holders - offices) December 31, 2013; the full scope to be completed on December 31, 2015. Activities already initiated.	1. sceptical changes in the administration diagnosed in the research. 2. possible limitation of competitiveness in long-term contracts influencing reduction of quality of services offered by advisory institutions. 3. insufficient potential of knowledge and staff on the part of the administration to use advisory services. 4. risk of imprecise defining of needs by the administration. 5. limitations due to cooperation with one adviser only (lack of diversity of approaches). 6. financial limits.
2.	Using (in terms of scope and intensity) of expert support by the government administration depends on the analytic potential of the administration staff.	Upgrading competences of staff of public administration in terms of using expert knowledge including management both internally - within the structures of ministries/offices and externally - through cooperation with external institutions. In terms of the educational	Competent administration staff using skilfully in the decision-making process the well-ordered, regularly updated knowledge-base supplied with (among others) external expertise through external advisory provided.	Upgrading competences of staff from analytic, strategic and legislative units in terms of cooperation inside and outside the administration, e.g. through trainings, creation of mixed teams and working groups etc. that should consist of both representatives of diverse departments and cooperating institutions. The method of implementation of recommendations should use processes existing in the civil service	KPRM, DSC, the Chief of the Civil Service, the minister in charge of the public administration, Association for the Public Administration's Education (SEAP),	Till the end of 2015. Activities already initiated.	1. financial limits. 2. lack of consciousness that there is a need to supervise organizational knowledge resources permanently 3. lack of method (systematic activity) for running activities of that type. 4. risk to select experts to working groups in a biased

Podniesienie jakości procesów decyzyjnych w administracji rządowej poprzez wykorzystanie potencjału środowisk naukowych i eksperckich

	<p>Through our research we have arrived at a general conclusion that there are functioning mechanisms which could constitute the basis for the improvement of the decision-making process and also for the development of cooperation with external advisory and analytic centres. They are among others as follows:</p> <p>d) The OSR system (Assessment of Regulation's Effects) which is obligatory in case of government drafts of normative acts,</p> <p>e) Mechanism to approve national development strategy and sectoral strategies introduced by the regulations on the rules for conducting development policy,</p> <p>f) Evaluation mechanisms worked out in the system of programming and spending structural funds.</p>	<p>standards concerning the administration faculty as well as in the curricula of the Poland's National School of Public Administration - accounting for contents concerning cooperation of public administration with scientific and expert milieus.</p>		<p>(valuation of posts, realization of training programs or, in perspective, of planned strategy for human resources management in the Public Service) as the stage of identification of indispensable competences in the area of so called analytic potential. Upgrading competences may be assured also at the recruitment stage through application of detailed criteria towards candidates required at posts of analytic type. It is recommended to consider gradual introduction of a special career path within the Civil Service (SC) that may be called tentatively as the "expert path". Possible versions are: introduction of temporary contracts in the SC for external experts, profiling of certain posts in the administration towards analytic and research functions. Suitably prepared staff of the public administration in terms of making use of the academic and expert knowledge.</p>	<p>the Poland's National School of Public Administration (KSAP)</p>		<p>5. risk that objectives and working rules for teams and working groups are not clearly defined. 6. risk of legal changes (e.g. planned act on lobbying) that discourage cooperation.</p>
3.	<p>The conclusion is of general character. Below there are presented more specific conclusions, each with specified recommendation. Dissemination of good practices</p>		<p>Improvement of quality of the decisions taken.</p>	<p>Knowledge management in the public administration and dissemination of best practices.</p>	<p>Ministries, central offices and voivodship offices</p>	<p>The process in progress, supported by other projects financed from EFS PO KL [ESF HC OP].</p>	<p>dissemination of best practices but not necessarily the most optimal ones induces the risk not to make use of the most optimal solutions.</p>

Podniesienie jakości procesów decyzyjnych w administracji rządowej poprzez wykorzystanie potencjału środowisk naukowych i eksperckich

<p>4. Organs of public administration have formal and legal conditions as well as - in the case of certain institutions - proper organizational units in order to cooperate effectively with external analytic and advisory institutions. However the problem is the lack of worked out practices and mechanisms as well as skills for programming and realizing of such cooperation.</p>	<p>Mechanisms of cooperation should be standardized (through defining directions and description of good practices) as well as skills in programming and realizing cooperation with external institutions improved.</p>	<p>In every department: clear division of competences in terms of coordination of analytic works that support governmental legislation process (OSR) and strategic planning.</p>	<p>Elaboration and implementation guidelines for cooperation with advisory institutions in the offices of public administration. Draft guidelines will be prepared within the framework of this systemic project. Preparation, publication and update of the register of good practices covering model examples of effective cooperation of public administration with analytic and advisory institutions. Those examples should be accompanied by various legal and technical aspects (e.g. template of a contract or an extract of it), internal product assessment forms used within an office provided by think-tanks.</p>	<p>KPRM, DSC, Chief of Public Administration</p>	<p>Until 2015. The process is already initiated, possible acceleration of the process in the situation of supporting the processes with activities taken within systemic projects cofinanced by ESF HC OP.</p>	<ol style="list-style-type: none"> 1. guidelines of low quality, unclear legal base for issuing guidelines resulting from the complexity of issues and their cross-sectional character. 2. guidelines prepared are not being used in practice. 3. fears as concerns the necessity to realise new tasks. 4. barriers on the part of analytic and advisory institutions concerning insufficient understanding of mechanisms of the public administration's functioning, lack of access to updated knowledge created within the administration, reluctance to cooperate (concentration on other areas e.g. in case of universities).
<p>5. One of the main barriers as regards using external advisory is the sceptical approach of part of administration staff as far as legitimacy and usefulness of such cooperation is concerned.</p>	<p>The change in approach of administration staff through showing them the benefits of cooperation with expert institutions as well as indicating rules according to which such cooperation should be performed.</p>	<p>Improvement of quality of cooperation between administration and analytic and advisory institutions, ensuring of participation of those institutions in the decision making process, resulting in the decisions made on the basis of accessible information package, knowledge of specialised character and approachable alternative solutions (evidence-based policy, knowledge-based policy).</p>	<ol style="list-style-type: none"> 1. Development of examples on "how to do it" and dissemination within the administration the reward mechanisms (e.g. in periodic assessments of public servants) concerning approach towards self-preparation an decision making with the use of the whole analytic data accessible. That may concern activities where the <i>diligence</i> was kept through e.g. acquisition of solutions from outside which were alternative vis a vis those considered by a given administrative entity. 2. Trainings or other forms of empowerment (i.e. coaching) for employees of organizational units responsible for programming, conducting analysis for the needs of legislative works on e.g. diagnosing and formulating needs for cooperation with advisory institutions (ability to use accessible cooperation formulas within 	<p>KPRM, DSC, management staff of ministries and central offices</p>	<p>Until 2015. Activities in progress: the realization phase.</p>	<ol style="list-style-type: none"> 1. financial limits. 2. difficulty to formulate criteria that would measure precisely the high quality of decisions made. 3. lack of awareness of the need for constant training in that area. 4. lack of method (systematic activity) for running of the activities of that type. 5. risk to formulate good practices too generally which would make it impossible to use them in practice. 6. barriers on the part of analytic and advisory institutions concerning insufficient understanding of mechanisms operating in the administration, lack of access to the updated

Podniesienie jakości procesów decyzyjnych w administracji rządowej poprzez wykorzystanie potencjału środowisk naukowych i eksperckich

	<p>The barrier in cooperation between public administration and advisory and analytic institutions is constituted by incomplete mutual understanding of context and objective for operations of both types of institutions. Administration often does not communicate its expectations and needs and experts do not always want or are able to get to know the needs of public administration, understand them and adjust their offer accordingly. The source of the problem is a different logic of functioning performed by the public administration and the analytic and advisory institutions. That hampers mutual understanding of needs as well as makes it difficult to order and provide advisory services of high utilitarian quality.</p>	<p>Improvement of quality of communication between both groups of institutions.</p>	<p>Intensification of cooperation. Improved acquaintance and understanding of mutual needs that facilitate cooperation in the decision-making process. Making it possible for experts to maintain/deepen knowledge in the areas of their interest through activation of knowledge-management mechanisms.</p> <p>Improvement of quality of decisions made based on the rule of effective cooperation. Avoiding mistakes caused by lack of complete understanding</p>	<p>the framework of the Public Procurement Act: public procurement, partnership, cooperation agreements, deepening of analytic skills: building research questions, knowledge of methods for research and analysis, understanding of research process and its costs), using criteria for effectiveness and quality. Apart from cognitive objective the trainings should acquaint the members of the civil service with the members of the advisory institutions operating on the market through indicating their areas of specialization, as well as presenting good practices in terms of cooperation.</p> <p>3. Intensifying cooperation with analytic and advisory institutions through creating or improving operations of permanent or short-term consultation bodies, working groups, programming councils, etc.</p> <p>4. Preparation and publication of the register of good practices covering model examples of effective cooperation of public administration with think-tanks.</p>	<p>Analytic and advisory institutions, Ministries and central offices</p>	<p>Until 2015. Initiated activities The realization phase.</p>	<p>knowledge created within the administration, provision of low quality products which discourage administration from cooperation.</p> <p>7. risk of legal changes (e.g. planned act on lobbying) that discourage cooperation both on the part of the public administration and the experts.</p>
<p>6.</p>				<p>1. Creation of teams/working groups or cooperation networks (that may be of formal character which is now realised within certain so called HC OP systemic projects) with the participation of external experts.</p> <p>2. Trainings for employees of institutions that could provide advisory services for administration that would cover development of skills of identifying needs of public administration and elaboration of studies of high utilitarian value.</p>		<p>1. lack of method (systematic activity) for running of the activities of that type. 2. risk to select experts to working groups in a biased way. 3. risk that objectives and working rules for teams and working groups are not clearly defined. 4. barriers on the part of analytic and advisory institutions concerning insufficient understanding of mechanisms that function within the administration, lack of access to updated knowledge created within the administration.</p>	

Podniesienie jakości procesów decyzyjnych w administracji rządowej poprzez wykorzystanie potencjału środowisk naukowych i eksperckich

	<p>The mechanism of compulsory evaluation research as regards programs and projects financed by EU structural funds functioning in practice of the Polish administration is a source of good practices. Those practices constitute the basis to introduce mechanism of evaluation also there where national funds are the sources of funding (which is perceived/introduced already by the act on the rules for conducting development policy).</p>	<p>Quality improvement in terms of evaluation of public policies, especially in those areas that are not covered by the structural funds.</p>	<p>Long-lasting introduction of mechanisms of permanent assessment and improvement of development programs' functioning.</p>	<p>Determining continuation of funding from the budgets of certain programs with presenting evaluation of the activities realised so far (e.g. in three-year perspective). Preparation and publication of the register of good practices covering model examples of effective cooperation of public administration with think-tanks as far as evaluation of strategies and operational programs is concerned.</p>	<p>KPRM, DSC, minister in charge of regional development, Minister of Finance</p>	<p>Until 2015. The implementation phase.</p>	<p>1. financial limits to conduct research 2. reluctance of politicians, i.e. so called politic risks, i.e. reluctance of politicians to make current decisions dependant on the result of assessments of their own decisions made previously in a given area. 3. barriers on the part of analytic and advisory institutions concerning lack of access to updated knowledge created within the administration, provision of low quality products.</p>
7.	<p>In the course of the research the problem of insufficient coordination of research was observed, as well as insufficient sharing of knowledge or common building of analytic potential within the administration. When assessing the way of sharing knowledge one may point out at significant arbitrariness of respective offices and lack of worked out mechanism in that scope. Lack of common knowledge database.</p>	<p>1. Provision of access to the expertises, opinions and other documents ordered of research and expert character to all institutions from the government administration. 2. Introduction of the rule of public transparency and availability of expertises, opinions and other documents of research and expert character.</p>	<p>Provide for offices to use possibly the whole knowledge accessible which would minimize the risk of duplicating activities. Openness and transparency of expertises should also ensure the improvement of quality of the expertises elaborated.</p>	<p>Elaboration and implementation guidelines for cooperation with advisory institutions in the offices of public administration. Creation of uniform, updated database that would cumulate expertises, research results, etc. prepared by the public administration unaided or on commission of the administration by independent research centres. It may be helpful in that process to integrate (or provide the possibility to search effectively nevertheless not through the Internet tools) information about current orders fro advisory services, expertises, opinions, research, etc. Managing information that constitute judicial decisions and the ones of relevant institutions and using it as the source of knowledge Trainings in knowledge management for the management staff of public offices.</p>	<p>KPRM, DSC, minister in charge of public administration, ministries and central offices</p>	<p>Until 2015 Process initiated.</p>	<p>1. financial limits and administrative barriers prevent creation of good database. 2. no institution responsible for creating of the database and operating it. 3. reservations on the part of administration with regard to providing basis on which decisions are made. 4. formal and legal limitations concerning certain types of commissioned opinions, expertises (e.g. when it concerns operations of the court proceedings). 5. making exceptions in order not to reveal expertises in practice.</p>
8.							

Podniesienie jakości procesów decyzyjnych w administracji rządowej poprzez wykorzystanie potencjału środowisk naukowych i eksperckich

9.	<p>The OSR system (Assessment of Regulation's Effects) which functions as a long-lasting mechanism in the Polish government administration since 2001. Due to its characteristics which are very similar to the decision-making processes, it can serve as the basis to build a model of cooperation between administration and external advisory centres. However the practice of functioning of that mechanisms is still not optimal and requires changes.</p>	<p>The reform of the system of the Assessment of Regulation's Effects [OSR] enforcing the use of all stages of the model process, including especially elaboration of diagnoses based on comprehensive and objective knowledge.</p>	<p>Improvement of quality of the law being established.</p>	<ol style="list-style-type: none"> 1. Integration of present OSR initiatives into one uniform OSR reform program accompanied by indication of one coordinator for all activities taken within that scope. 2. Creation of mechanisms for ex-post assessment of the OSR developed. 3. Within the framework of the OSR development - assigning administrative costs of introducing new legal solutions apart from their financial solutions. 	<p>MG, KPRM, MF, RCL Activities conducted partly by MG</p>	2015	<ol style="list-style-type: none"> 1. reluctance to change the diagnosis method in many areas concerning administration. 2. financial limits. 3. limitation of the OSR mechanisms only to the issues related to designing of legal amendments and changes.
10.	<p>The noticeable problem both resulting from the research and indicated by the experts is the lack of precise legal framework and established practice of research and assessment of the functioning law (examining the <i>ex-post</i> law).</p>	<p>Introducing regulations that settle the rules to make assessment of the legal acts (<i>ex-post assessment</i>).</p>	<p>Practical verification of legal regulations introduced should provide the decision-makers with knowledge what real effect the implementation brought and if introduced changes brought any unforeseen side effects. Creating a systemic possibility of learning through acquiring experience to public officials. Provision of operating system of the ex-post assessment that would provide the RM with well-ordered data for legislative plans.</p>	<p>Introduction the following requirements to the rules of functioning of the respective institutions:</p> <ol style="list-style-type: none"> 1. obligatory ex-post assessment of acts approved by the Parliament in 2-3 years time since they came into effect from the legislative point of view. That assessment should be subordinated to the drive towards cohesion, legibility and simplicity of law. 2. Commitment of every minister to make assessment of the level of the realization of the objectives that were assumed before the legal regulation that he/she have initiated had been introduced. All ex-post assessments should be send to RCL where a unit like the National Assessment Unit should be created to function within the framework of the development policy. 3. Ministry of Finance: should accompany the report on the budget realization concerning the last year with the assessment of financial results of selected (in prospect all) acts initiated by RM. That rule would require every holder of the legal act to make breakdowns of implementation costs since the day the regulation came into effect. In that way already at the stage of preparing a regulation it is necessary 	<p>RCL, KPRM, MF, MG</p>	2015	<ol style="list-style-type: none"> 1. lack of awareness of the need to make such assessment among the administration. 2. too complicated mechanism which is difficult to be used in practice. 3. lack of funds. 4. lack of potential (team of researchers, structures, time) and partly - lack of competences (best practices are still not developed) to conduct such research on the part of both the administration and analytic and advisory institutions. 5. reluctance to take over additional obligations and responsibilities by the institutions. 6. problem to indicate an institution that would coordinate the process.

Podniesienie jakości procesów decyzyjnych w administracji rządowej poprzez wykorzystanie potencjału
środków naukowych i eksperckich

	<p>In practice of the public administration operations there is no uniform and tested mechanism of estimation of costs of cooperation between the public administration and advisory institutions. There are no developed measures for analysing cost effectiveness of external advisory including analysing of costs in case such advisory is missing. Whereas in case of OSR, despite of elaboration and accounting for such a mechanism in the guidelines, it is not being commonly used.</p>	<p>Developing and implementing the methodology of planning and estimating costs of cooperation between the public administration and <i>think-tanks</i>. Developing and implementing measures of effectiveness of cooperation between the public administration and <i>think-tanks</i>.</p>	<p>Functioning of the system enabling the real assessment of costs of cooperation between the public administration and <i>think-tanks</i> with the use of the external support.</p>	<p>Developing and implementing the methodology of planning and estimating costs of cooperation between the public administration and <i>think-tanks</i>. Developing and implementing measures of effectiveness of cooperation between the public administration and <i>think-tanks</i>.</p>	<p>to introduce requirements for "calculating costs" for the implementation planned. The procedure described should be the element of activities to be implemented when the national budget will be created and fully monitored according to the task rules.</p>		
11.	<p>In practice of the public administration operations there is no uniform and tested mechanism of estimation of costs of cooperation between the public administration and advisory institutions. There are no developed measures for analysing cost effectiveness of external advisory including analysing of costs in case such advisory is missing. Whereas in case of OSR, despite of elaboration and accounting for such a mechanism in the guidelines, it is not being commonly used.</p>	<p>Developing and implementing the methodology of planning and estimating costs of cooperation between the public administration and <i>think-tanks</i>. Developing and implementing measures of effectiveness of cooperation between the public administration and <i>think-tanks</i>.</p>	<p>Functioning of the system enabling the real assessment of costs of cooperation between the public administration and <i>think-tanks</i> with the use of the external support.</p>	<p>Developing and implementing the methodology of planning and estimating costs of cooperation between the public administration and <i>think-tanks</i>. Developing and implementing measures of effectiveness of cooperation between the public administration and <i>think-tanks</i>.</p>	<p>to introduce requirements for "calculating costs" for the implementation planned. The procedure described should be the element of activities to be implemented when the national budget will be created and fully monitored according to the task rules.</p>		<p>1. lack of proper funds and resources to realize the procedure on comprehensive basis. 2. internal requirements of the decision-making processes (mainly the time that the administration has to realize the whole process). 3. lack of competences to conduct such research on the part of both the administration and analytic and advisory institutions. 4. difficulty to specify proper data in order to make the assessment of effectiveness.</p>
12.	<p>The problem is the financial potential which, on the one hand, does not let - apart from the areas covered with the European funds - the public administration to conduct well-ordered and planned in longer perspective research and analytic policy, and, on the other hand, makes it difficult for think-tanks to build strong organizational and human resources base.</p>	<p>Provision of the access to the sources of long-term financing of research conducted by TT to the analytic and advisory institutions.</p>	<p>Strengthening the top quality of the expert resource base for the government administration through the possibility to finance long-term research and the statutory activities performed by those entities.</p>	<p>Modification of accessible grant mechanisms through expanding their merit scope and access criteria e.g. through various forms of so called structural grants i.e. supporting analytic and advisory institutions with funds for their statutory objectives' realization, grant programs of respective ministries (e.g. MSZ - Ministry of Foreign Affairs, MNiSW - Ministry of Science and Higher Education), introducing new possibilities for financing (e.g. competition projects within the framework of the Priority V of HC OP), assigning - within the frameworks of the budgets of the respective ministries - budgets dedicated to legal and financial instruments enabling wider cooperation of government research institutes with non-governmental environment, promotion of collaboration of private entities with scientific institutions and common applying for funds.</p>	<p>RM, branch ministers</p>	<p>Till the end of 2012.</p>	<p>1. financial limits. 2. addressees of the recommendation acknowledge other priorities as more important for realization.</p>

Explanations:

Ad. 1. Introducing the EWA rule requires to take actions covering the following areas:

1. Introducing into the procedures of the national budget's creation the records pledging holders into estimating certain amounts for research and advisory services in the expenditures while realizing regular tasks. In the present state of affairs incorporation of the EU funds to the national budget and possibility for Poland to use those funds at least until 2017, the most suitable thing to do would be estimating those expenditures within the framework of amounts that are/will be accessible through the operational programs in the current and future financial perspective.
2. Introducing into the act on the rules for conducting development policy the regulations indicating the requirement to select long-term adviser in the situation when an institution of governmental level (the minister in charge) takes an initiative to create development strategy and/or operational program. Details of conduct in that scope should be determined in the Guidelines that should define rules for cooperation between the administration and research and advisory centres. Guidelines of that type may be disseminated to be used following the same rule as the document prepared by the Ministry of Economy titled *Rules for consultations to be realised during preparation of governmental documents* (document which is recommended for use by the decision of the Committee of the Council of Ministers (RM) of July 30, 2009, symbol: RM-0102-40-09).

Ad. 9. The OSR system is being perfected mainly due to the activities realised by the Ministry of Economy (systemic projects of HC OP provide funds to realise those activities). The Ministry of Finance, the Chancellery of the Prime Minister and the Government Legislation Centre (RCL) make improvements, indicate solutions proper for the correctness and effectiveness of the OSR in the course of current expressing opinions on the created assessments of regulations' effects. In order the OSR reform was efficient and real it is indispensable to provide for *uniform rule on management* in that scope based on the long-term plan of changes. That plan should be the part of the national OSR Reform Program (it may be continuation/expanding of the current Regulation Reform Program). Nowadays such a program is an element resulting from the National Reform Program agreed with EC and constitutes the element of procedures followed by Poland when using the EU funds. In the perspective the OSR Reform Program should be constructed based more on reality and national needs. In principle the OSR Reform Program should be the basic document providing for possibility to implement recommendations proposed.

When analysing ways of implementation for the recommendations proposed the representatives of the evaluation team ascertained that

- 1) part of them have already been planned within the framework of this project.
Such a situation is observed in case of elaborating proper guidelines and handbook as well as in case of conducting trainings for the staff of the public administration.
- 2) part of them is currently being realised by other public offices (or is planned to be realised)
That concerns especially improving of the OSR by the Ministry of Economy. However the scope of changes planned by MG has to be considered which probably does not reflect the entirety of solutions proposed in the present recommendations.
- 3) part of them has already been implemented but not everywhere and not in a full scope or they are functioning only in several offices so far.
That concerns legal records on the necessity of the ex-ante evaluation of strategies and possibly programs but also creation of mixed teams and working groups etc. that should be composed of both representatives of various departments/ministries and cooperating institutions. The Ministry of Economy (MG) is also a good example of an institution where the ex-post assessment of the implemented legal solutions is being performed.

9. Enclosures

9.1. Bibliography

Publications

- ▶ Adair J., *Podjmowanie decyzji [Effective decision-making]*, Petit, Warsaw 1998.
- ▶ *Administracja i polityka. Europejska administracja publiczna [Administration and politics. European public administration]*, ed. Wiszniowski R., Wydawnictwo Uniwersytetu Wrocławskiego, Wrocław 2005.
- ▶ *Administracja i polityka. Proces decyzyjny w administracji publicznej [Administration and politics. Decision-making process in public administration]*, ed. Habuda L., Wydawnictwo Uniwersytetu Wrocławskiego, Wrocław 2009.
- ▶ *Administracja Publiczna. Wyzwania w dobie integracji europejskiej [Public administration. Challenges in the times of European integration]*, ed. J.Czaputowicz, EIPA PWN, Warsaw 2008.
- ▶ *Are Think Tanks an Indicator for Societal Progress?*, Waltraut Ritter, The Hong Kong Foresight Centre, 3rd OECD Forum on Statistics, Knowledge and Policy
- ▶ Bardach E., *Praktyczny poradnik do analizy polityk publicznych [Practical guidebook to the analysis of public policies]*, MSAP UE, Cracow 2007.
- ▶ Cohen M.D., March J.G., Olsen J.P., *A garbage can model of organizational choice*, Administrative Science Quarterly, Vol. 17, Nr. 1 (March 1972).
- ▶ Długosz D., Wygnański J., *Obywatele współdecydują. Przewodnik po partycypacji społecznej [Citizens co-decide. Guidebook to social participation]*, Stowarzyszenie na Rzecz Forum Inicjatyw Pozarządowych, Warsaw 2005.
- ▶ *Europe and its think tanks: a promise to be fulfilled.*, ed. Boucher S., Notre Europe, Paris 2004.
- ▶ *Ewaluacja funduszy strukturalnych – perspektywa regionalna [Evaluation of structural funds – a regional perspective]*, ed. Mazur S., Cracow University of Economics, Cracow 2007
- ▶ *Ewaluacja jako standard zarządzania w sektorze publicznym [Evaluation as the standard of management in public sector]*, ed. Pietras-Goc B. WSE Cracow 2008.
- ▶ *Ewaluacja w strategicznym zarządzaniu publicznym [Evaluation in public strategic management]*, ed. Haber A., Szałaj M., PARP, Warsaw 2010.
- ▶ Górniak J. *Sprawne państwo, cykle tworzenia i oceniania polityk/programów publicznych [Efficient state, cycles of development and assessment of public policies/programmes]*.
- ▶ Griffin R.W., *Podstawy zarządzania organizacjami [Fundamentals of Management]*, PWN, Warsaw 2009.
- ▶ *Guidance for Governance. Comparing Alternative Sources of Policy Advice. Japan Centre for International Exchange*, ed. Weaver K., Stares P., Tokyo 2001.
- ▶ Heywood A., *Politics*, Londyn 1998
- ▶ Izdebski H., Kulesza M., *Administracja publiczna [Public administration]*, Warsaw 2004.
- ▶ Izdebski H., *Od administracji publicznej do public governance [From public administration to public governance]*, "Zarządzanie Publiczne" 01/2007
- ▶ Jackiewicz I., Mielcarz A., Pęksa S., Rosa K., Sitek M., *Instytucje myślenia strategicznego [Institutions of strategic thinking]*, RCSS, Warsaw 2004.
- ▶ Jackiewicz I., *Review of the report of the United Nations Development Programme, "Thinking the unthinkable. From thought to policy. Role of think-tanks in shaping government strategy.*

- Experiences from Central and Eastern Europe, "Służba Cywilna", No 9, Jesień Zima [autumn winter] 2004/2005.
- ▶ Kucharczyk J., Kaźmierkiewicz P., *Learning from the experience of West European think tanks: a study in think tank management*, the Institute of Public Affairs, Warsaw 2007.
 - ▶ Leigh A., *Doskonałe podejmowanie decyzji [Perfect decisions]*, Rebis, Poznań 1999.
 - ▶ Lindblom Ch., *The Science of Muddling Through*, Public Administration Review, vol.19 (1), 1959.
 - ▶ Majone G., *Dowody, argumenty i perswazja w procesie politycznym [Evidence, Arguments and Persuasion in the Policy Process]*, Scholar, Cracow 2004.
 - ▶ Makowski G., *Współpraca organizacji think-tank z rządem. Problemy i proponowane rozwiązania [Cooperation of a think tank with the government]*, the Institute of Public Affairs, Warsaw 2009.
 - ▶ Makowski G., *Zasady współpracy międzysektorowej w Ustawie o działalności pożytku publicznego i o wolontariacie [Rules of Inter-ministry cooperation in the Act on public interest activity and voluntary work]*, "III sektor" No 3/2005, IPA, Warsaw 2005.
 - ▶ March J.G. i Simon H.A., *Teoria organizacji [Organisations]*, PWN, Warsaw 1964.
 - ▶ McGann J. i S. Boucher, *Think tanks in Europe and US: Converging or Diverging?*, Notre Europe, Paris 2005.
 - ▶ McGann J., *The Global Go-To Think Tanks. The Leading Public Policy Research Organizations in the World*, Foreign Policy Research Institute, Philadelphia 2007.
 - ▶ *Ocena skutków regulacji – poradnik OSR, doświadczenia, perspektywy [Regulatory Impact Assessment – RIA guidebook, experience, perspectives]*, ed. Szpringer W., Rogowski W., CH Beck, Warsaw 2007.
 - ▶ *Ocena Skutków regulacji: najlepsze doświadczenia w krajach OECD [Regulatory Impact Assessment: best experience in OECD countries]*, OECD, Warsaw 2000.
 - ▶ Olejniczak K., *Rola ewaluacji w krajowych politykach publicznych – analiza systemowa lat 1999-2010 [Role of evaluation in national public policies – system analysis for the years of 1999-2010]*.
 - ▶ *Organizacje pozarządowe i władza publiczna [Non-governmental organisations and public authority]*, ed. Makowski G., T. Schimanek, the Institute of Public Affairs, Warsaw 2008.
 - ▶ Parsons W., *Public Policy. An Introduction to the Theory and Practice of Policy Analysis*, Edward Elgar, 1995.
 - ▶ *Partnerstwo międzysektorowe. Możliwości, zasady, realizacja [Inter-ministry partnership. Possibilities, principles, execution]*, ed. M. Perkowski, Fundacja Prawo i Partnerstwo, Warsaw 2004.
 - ▶ Pawson R., *Evidence-based Policy. A Realistic Perspective*, SAGE Publications, 2006.
 - ▶ Pietraś Z.J. *Decydowanie polityczne [Political decision-making]*, Wydawnictwo PWN, Warsaw–Cracow 1998.
 - ▶ *Polskie ministerstwa jako organizacje uczące się. Analiza potencjału w kontekście realizacji zasady „good governance”. Raport merytoryczny z grantu badawczego. Zespół autorski: Karol Olejniczak, Anna Domaradzka, Andrzej Krzewski, Bartosz Ledzion, Łukasz Widła, Warszawa 2009. [Polish ministries as learning organisations. Analysis of the potential in the context of execution of the "good governance" principle. Substantive report from research grant. Authors: Karol Olejniczak, Anna Domaradzka, Andrzej Krzewski, Bartosz Ledzion, Łukasz Widła, Warsaw 2009]*
 - ▶ *Proces decyzyjny w polityce – teoria i praktyka podejmowania decyzji [Decision-making process in politics – theory and practice of decision-making]*, ed. Habuda L., Wydawnictwo Uniwersytetu Wrocławskiego, Wrocław 2000.

- ▶ *Przeglądy OECD Reformy Regulacji: Polska. Od transformacji po nowe wyzwania w sferze regulacji [OECD Reviews of Regulation Reform. From transformation to new challenges in the sphere of regulation]*, OECD, MG, Warsaw 2002.
- ▶ *Raport na temat Potencjału Zarządzania Regulacyjnego w Polsce. Podręcznik do przeprowadzania konsultacji na różnych etapach rozwiązywania problemu [Report on the Potential of Regulatory Management in Poland. Guidebook for conducting consultations at various stages of problem solving]*, SIGMA, 2006.
- ▶ *Report on Regulatory Management Capacities in Poland*. Report Prepared by SIGMA, OECD, 2006.
- ▶ Rydlewski G., *Polityka i administracja w rządach państw członkowskich Unii Europejskiej*, 29. studium politologiczne, *[Politics and administration in governments of Member States of the European Union. 29th Political study]*, Warsaw 2006.
- ▶ Rydlewski G., *Rządowy system decyzyjny w Polsce. Studium politologiczne okresu transformacji [Governmental decision-making system in Poland. Political study of the transformation period]*, Elipsa, Warsaw 2002.
- ▶ Rymaszewski P., *Proces stanowienia prawa na poziomie władzy wykonawczej. Cztery stadia działania – analiza funkcjonalna (wersja robocza) [Process of enacting law at the level of executive authority. Four stages of action – a functional analysis (working version)]*, Warsaw 2011.
- ▶ Simon H.A., *Administrative Behaviour*, Londyn 1957.
- ▶ Simon H.A. *Podejmowanie decyzji i zarządzanie ludźmi w biznesie i administracji [Administrative Behavior: A Study of Decision-Making Processes in Administrative Organizations]*, Wydawnictwo Helion, Gliwice 2008.
- ▶ Supernat J., *Instrumenty działania administracji publicznej. Studium z nauki administracji [Instruments of action of public administration. Study of learning by the administration]*, Kolonia Limited, Wrocław 2003.
- ▶ Supernat J., *Techniki decyzyjne i organizatorskie [Decision-making and organisational techniques]*, Kolonia Limited, Wrocław 2002.
- ▶ Szczerski K., *Porządki biurokratyczne [Beaurocratic order]*, Cracow 2004.
- ▶ *Think tanki prawnicze w Polsce. Wyzwania i rekomendacje [Legal think tanks in Poland. Challenges and recommendations]*, INPRIS – Instytut Prawa i Społeczeństwa 2010.
- ▶ *Think Tanks In Central Europe and Eurasia. A Selective Directory*, Freedom House, Budapest 2006.
- ▶ *Thinking the Unthinkable: From Thought to Policy - The Role of Think Tanks in Shaping Government Strategy*, UNDP, Bratislava 2006.
- ▶ *Towards a reinforced culture of consultation and dialogue – General principles and minimum standards for consultation of interested parties by the Commission*, European Commission, Brussels 2002.
- ▶ Wytrażek W., *Sprawność działania administracji publicznej w Polsce w warunkach decentralizacji [Efficiency of operations of public administration in Poland in the condition of decentralisation]*, Lublin 2006.
- ▶ Ziętara W., *Istota think tanks [The nature of think tanks]*, Annales Universitatis Mariae Curie-Skłodowska Lublin – Polonia, Vol. XVI, 1 Sectio K, 2009, MCSU Faculty of Political Science, p. 192.
- ▶ P. Zbieranek, *Polski model organizacji typu think tank* Praca magisterska napisana w Zakładzie Antropologii Społecznej UG pod kierunkiem dr. hab. Cezarego Obrachta-Prondzyńskiego, prof. UG, *[Polish model of think tank organisations]*, a master's thesis written in the Social Anthropology Unit of the University of Gdańsk under the supervision of dr. hab. Cezary Obracht-Prondzyński, Prof. of the University of Gdańsk, Gdańsk 2010.

9.2. List of institutions visited

No.	Public institutions	No.	Private institutions
EU institutions			
1.	Directorate General for Regional Policy http://ec.europa.eu/dgs/regional_policy/index_en.htm	1.	The Lisbon Council www.lisboncouncil.net
2.	Directorate-General for Research & Innovation http://ec.europa.eu/dgs/research/index_en.html	2.	European Policy Centre – EPC www.epc.eu
3.	Joint Research Centre. Directorate of Programmes and Stakeholder Relations – JRC http://ec.europa.eu/dgs/jrc	3.	Trans European Policy Research Association – TEPSA www.tepsa.be
4.	Bureau of European Policy Advisers – BEPA http://ec.europa.eu/bepa/index_en.htm		
5.	Secretariat-General http://ec.europa.eu/dgs/secretariat_general/index_en.htm		
Sweden			
6.	Ministry of Health and Social Affairs www.sweden.gov.se/sb/d/2061	4.	TIMBRO www.timbro.se
7.	Ministry of Environment www.sweden.gov.se/sb/d/2066	5.	Swedish Environmental Research Institute – IVL www.ivl.se
8.	The Swedish Environmental Protection Agency www.swedishepa.se/en/In-English/Menu	6.	The Foundation for Strategic Environmental Research – MISTRA www.mistra.org/english
9.	The Institute for Future Studies www.framtidsstudier.se/eng/redirect.asp?p=1602	7.	Save the Children Sweden www.savethechildren.se
10.	The Swedish Research Council for Environment, Agricultural Sciences and Spatial Planning (FORMAS) www.formas.se/default___529.aspx		
11.	Swedish Council for Working Life and Social Research (FAS) www.fas.forskning.se/default___206.aspx		
12.	The National Center for Crisis Management Research and Training (CRISMART) www.crismart.org/Startpage___115.aspx		

Improvement of the quality of decision-taking processes in governmental administration by use of the potential of scientific and experts' communities

The Netherlands			
13.	CBP Netherlands Bureau for Economic Policy Analysis www.cpb.nl	8.	The Social and Economic Council of the Netherlands (SER) www.ser.nl
14.	The Council for Public Health and Health Care http://rvz.net/en	9.	ECORYS www.ecorys.com
15.	Dutch Advisory Board on Administrative Burdens – ACTAL www.actal.nl	10.	PANTHEIA
16.	Scientific Council for Government Policy – WRR www.wrr.nl/english		
17.	Ministry of Education, Culture and Science http://english.minocw.nl		
18.	Ministry of Infrastructure and the Environment http://english.verkeerenwaterstaat.nl/english		
United Kingdom			
19.	The Cabinet Office, Efficiency and Reform Group www.cabinetoffice.gov.uk	11.	Institute for Public Policy Research – IPPR www.ippr.org.uk/aboutippr
20.	Business Link www.businesslink.gov.uk	12.	British Chambers of Commerce – BCC www.britishchambers.org.uk/zones/policy
21.	Department of Communities and Local Government www.communities.gov.uk	13.	Royal Society for the Encouragement of Arts, Manufactures and Commerce – RSA www.thersa.org/projects
22.	Department for Business, Innovation & Skills – BIS www.bis.gov.uk	14.	DEMOS www.demos.co.uk
United States			
23.	U.S. Small Business Administration – SBA www.sba.gov	15.	The Urban Institute www.urban.org
24.	U.S. Department of Housing and Urban Development www.hud.gov	16.	The Cato Institute www.cato.org
25.	U.S. Agency for International Development – USAID www.usaid.gov	17.	The German Marshall Fund of the United States – GMF www.gmfus.org
26.	Office of Information and Regulatory Affairs – OIRA www.whitehouse.gov/omb/inforeg_default	18.	Progressive Policy Institute – PPI www.progressivefix.com

Improvement of the quality of decision-taking processes in governmental administration by use of the potential of scientific and experts' communities

		19.	World Resources Institute – WRI www.wri.org
		20.	DAI www.dai.com

FREE PUBLICATION

Details of the Contracting Party:

Chancellery of the Prime Minister
Civil Service Department
Al. Ujazdowskie 1/3, 00-583 Warsaw
Tel. (022) 694-76-14
www.dsc.kprm.gov.pl
www.procesydecyzyjne.pl

This publication has been elaborated within the framework of the "Improvement of the quality of decision-taking processes in governmental administration by use of the potential of scientific and experts' communities" project, Priority V Good Governance, Measure 5.1 Strengthening potential of governmental administration, Sub-measure 5.1.1. Modernisation of management systems and improvement of human resources competences of the Human Capital Operational Programme, co-financed from the European Union funds within the European Social Fund.

ISBN 978-83-930035-2-5



PSDB Sp. z o.o.
ul. Sienna 64
00-825 Warszawa

Details of the Contractor:

WYG International Sp. z o.o.
ul. Marynarska 15
02-674 Warszawa

