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National Planning Council
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STATE OF QATAR

PUBLIC POLICY GUIDE



DOCUMENT SUMMARY

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FOREWORD

The State of Qatar stands at an important moment in its national development journey, progressing steadily through the third National Development Strategy (NDS-3) and sector strategies as the country paves its own pathway towards a future of sustainable growth and innovation. New global challenges, emerging opportunities, and technological advancements are shaping the decisions that drive our nation forward, promoting efficiency, equity, and sustainability; guiding resource allocation and ensuring accountability through measurable outcomes. Through effective policy choices, we can translate ambition into action, and vision into lasting impact.

This guide has been developed to serve as a compass for policymakers, practitioners, and partner organizations in the country. It equips them with the tools to design and deliver policies that are not only future ready, but also grounded in evidence, innovation, and our unique cultural identity. We are witnessing significant shifts in the global political economy, from paradigm shifts driven by generative AI to the rise of future foresight as a strategic imperative; from the growing influence of behavioural economics in shaping public policy, to the extreme stresses posed by pandemics, and climate-related disruptions. These forces have redefined governance and market dynamics and challenged our assumptions about resilience and the role of institutions in navigating uncertainty.

What remains constant is our consistent and enduring commitment to staying at the forefront of emerging global trends, while cultivating a unique approach to economic, social, and political development grounded in our rich culture. Over the past two decades, our country has role-modeled innovative policy prototyping and testing, transforming our cities into living labs,



where bold ideas in sustainability, smart mobility, and digital innovation move from vision to reality. Our country has pioneered innovations in public policy in the region, establishing one of the first Behavioural Insights Unit in the region, which achieved wide-reaching impact during the 2022 FIFA World Cup, from sustainable consumption to healthy dietary choices to streamlined access to tourist visas to Qatar.

The pioneering spirit is now institutionalized through our own home-grown Policy Lab within the National Planning Council, which applies rigorous evidence to the art of policymaking.

Our aspiration is to create policies that reflect the uniqueness of Qatar; through its rich heritage, its spirit of innovation, its local domestic economy, and its openness to the world balanced with a deep national pride. This requires a policymaking approach that is both ambitious and adaptable. Ambitious in setting high standards for progress, and adaptable in navigating the complexities of a rapidly evolving global landscape.

Ultimately, the purpose of this guide is not only to facilitate evidence-backed and innovative policymaking, but also to contribute to a legacy of prosperity, sustainability, and human development, the Qatari way. We encourage the use of this guide as a key reference document to shape policies that ensure the State of Qatar continues to stand as a global leader in government effectiveness and vision-driven policy.

Dr. Abdulaziz bin Nasser bin Mubarak Al Khalifa

Secretary General
of the National Planning Council



SECTION 1

INTRODUCTION

Sub Section 1.1

Context of the Guide

Rapid development and ambitious national vision require policies that are forward-looking, evidence-backed and human-centered. With the new wave of technological discoveries and evolving global market dynamics, traditional policymaking approaches may no longer be sufficient to keep pace with rapid change. In an ever-changing technological, economic and socio-cultural landscape, effective, human-centered and innovative policymaking is the key to achieving the desired impacts that will benefit citizens, residents and the future generations to come.

This guide provides a structured and practical approach to developing policy instruments that achieve social, economic, and environmental impact. It is designed to support policymakers and technical teams across government entities in developing, assessing, and implementing policy instruments that are evidence-based, strategically aligned, and responsive to national priorities and emerging global trends. The guide outlines each stage of the policymaking cycle, offering tools, templates, and frameworks to ensure consistency, transparency, and effectiveness in policy development, execution, and evaluation. The guide is grounded in global best practices and reviews of global benchmarks on evidence-based policymaking.

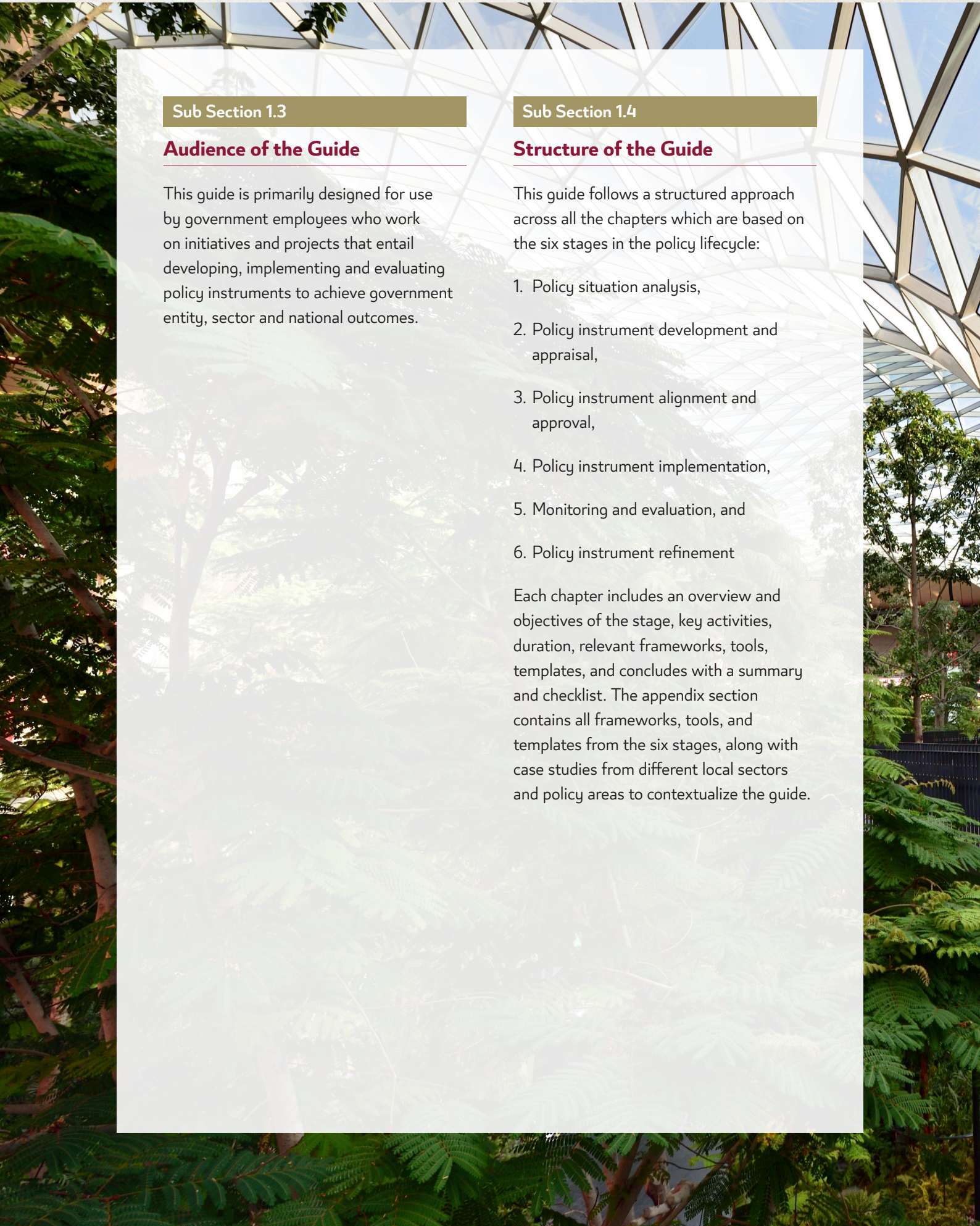
This guide aims to set the standards for policymaking and serves as a reference in policy instrument development across government entities.

Sub Section 1.2

Purpose of the Guide

This guide aims to serve multiple objectives:

- Standardize the definition and understanding of a policy, including policy statements and policy instruments that translate strategy and vision into activities, outputs, and outcomes at the beneficiary, sector and national level
- Develop capabilities and knowledge in developing policy instruments among different technical teams within government entities
- Provide a detailed and practical guide comprising of tools, templates and frameworks, for policymaking across all the government entities
- Provide consistent, uniform and innovative approach to policymaking across all government entities
- Support accountability, transparency, and active participation in the policymaking process
- Support development of an evidence-backed and innovative approach to policy development and evaluation.



Sub Section 1.3

Audience of the Guide

This guide is primarily designed for use by government employees who work on initiatives and projects that entail developing, implementing and evaluating policy instruments to achieve government entity, sector and national outcomes.

Sub Section 1.4

Structure of the Guide

This guide follows a structured approach across all the chapters which are based on the six stages in the policy lifecycle:

1. Policy situation analysis,
2. Policy instrument development and appraisal,
3. Policy instrument alignment and approval,
4. Policy instrument implementation,
5. Monitoring and evaluation, and
6. Policy instrument refinement

Each chapter includes an overview and objectives of the stage, key activities, duration, relevant frameworks, tools, templates, and concludes with a summary and checklist. The appendix section contains all frameworks, tools, and templates from the six stages, along with case studies from different local sectors and policy areas to contextualize the guide.



SECTION 2

UNDERSTANDING PUBLIC POLICY

Sub Section 2.1

What is Public Policy and How is it Made?

Public policy refers to the structured set of decisions, goals, and instruments adopted by a government to address public issues and advance national priorities. It contributes to translating a nation's long-term vision into concrete actions taken to achieve tangible results, alongside careful planning across the whole-of-government.

This guide was developed to unify the understanding of public policy across government entities and promote a structured, evidence-based process to policy development (see appendix 2 for Emerging Trends in Public Policy). This need was flagged by various government entities consulted in the design of this guide, which highlighted the importance of distinguishing between policy instruments, the tools and mechanisms used to implement policy, and policy statements, which are the high-level declarations of intent and government decisions about where and how it will invest its resources. By creating this common understanding across entities, policies throughout the public sector can achieve greater coherence, coordination, and effectiveness.

The Policy Guide defines Public Policy in two parts: 1) policy statements, and 2) policy instruments across government entities.

Definition of Public Policy:
Policy Statements vs Policy Instruments

Policy Statements are high-level declarations of intent, goals, or aspirations that guide a government's long-term direction. They reflect a decision that the government has taken in relation to its priorities and objectives for the country's economy, society, and politics. They are often found in the country's National Visions, the National Development Strategies (i.e., NDS 1 2011-16, NDS 2 2018-22, NDS 3 2024-30), government entity strategies or sectoral strategies (e.g., National Food Security Strategy 2030, Qatar National Manufacturing Strategy).

While policy statements are articulated in national, government entity and thematic strategies, they are not the same as strategies.

Strategies are broad, short to medium term plans that set the overall direction and guide government entities' goals, plans, and initiatives. They are built around strategic government decisions and objectives, as well as the key factors that enable success. Together, these government decisions, objectives, and enablers form a policy statement, outlining both the goals and the approach for achieving them.

In essence, strategies guide the creation of policy statements by defining what is important and why. A well-crafted strategy also includes detailed action plans that specify how the objectives will be reached. The strategy-making process is outside the scope of the policy cycle and is mainly driven by the National Planning Council (NPC) in close consultation and alignment with the Council of Ministers (CoM).

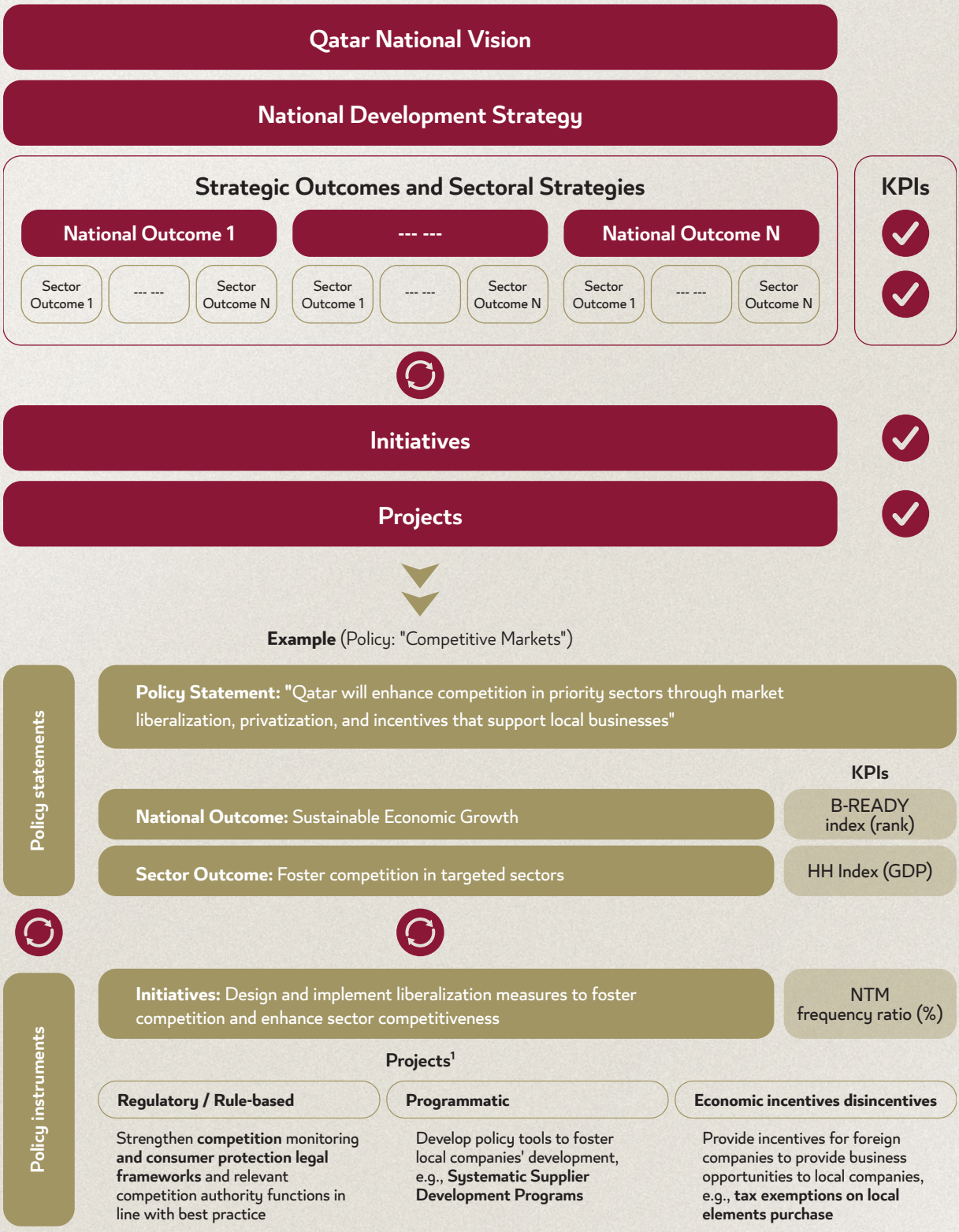
Policy statements are often abstract and directional. They often answer the question: What do we want to achieve as a country?

Examples of policy statements include:

- Attract high-skilled talent to address priority sectors' needs, by positioning the country as a leading regional destination with efficient immigration pathways, simplified hiring processes, and residency conditions that ensure long-term retention of expats.
- Diversify the national economy by attracting foreign investment, strengthening domestic enterprises, fostering innovation, and expanding global trade participation.

In comparison, Policy Instruments are concrete tools that operationalize strategic goals into actions that can be implemented by the government. These actions are summarized in action plans for each government entity, specifying the policy tools that will be leveraged to achieve strategic goals (see figure 2.1).

Figure 2.1: Difference between policy statement and policy instrument



While some policy instruments exist in strategies, they are not all articulated at the same level across sector strategies and national outcome areas. For instance, some initiatives and projects named in the NDS are clearly expressed as specific regulations, programs, or incentives to achieve outcomes, while others are articulated as studies that need to be conducted in order to develop new regulations, programs, or incentive schemes.

Examples of policy instruments in the area of Talent Attraction include:

- Streamline licensing to promote the establishment and relocation of insurance tech start-ups in the country.[1]
- Launch a National Savings Program in order to strengthen asset managers by promoting savings, expanding pension coverage, and the professionalization of pension and endowment funds.[2]

Policy instruments differ from **procedures** which detail the implementation mechanism for a policy instrument, acting as a detailed execution plan for relevant entities.

This guide provides a blueprint for developing, implementing, evaluating and refining policy instruments since policy statements are typically embedded within government entity strategies and are primarily inputs into the design of activities and outputs that achieve the desired impact a government entity seeks. Table 2.1 shows specific examples for the different types of policy instruments.

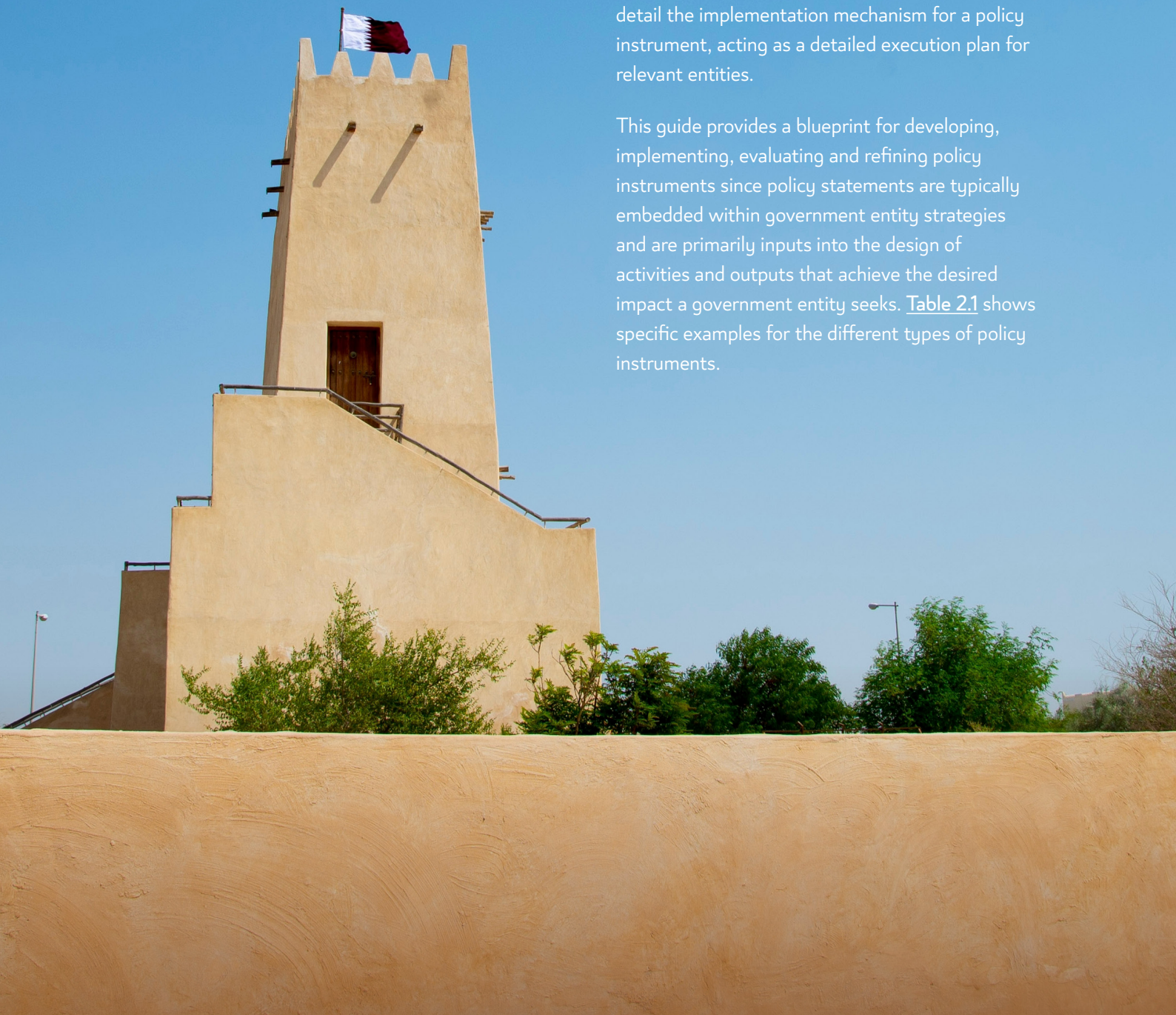


Table 2.1: Examples of policy instruments across sectors

Policy Instrument	Policy Sub-Instrument	Definition	Examples from the country
Legislative, institutional or operational instrument	Legislative instrument	Collective term for laws, regulations, and rules which create legal authority, rights, and obligations that must be complied with	Law no. (19) of 2007 Regarding the Traffic Law, Article 31, specifies that driving license applicants must not be under 18 years of age[3]
	Institutional or Operational instrument	Focus on changes in institutions, entities, committees driven by policies (e.g. organization restructuring, decentralization, devolution and empowerment and/or coordination mechanisms)	The National Cyber Security Agency was established by Amiri Resolution No. 1 of 2021 to unify the visions and efforts of securing the state's cyberspace and maintaining national cyber security[4]
Programmatic policy instruments	Advocacy, Persuasion, Information instruments	Use communication, advocacy, knowledge sharing and awareness efforts (e.g. announcing new government programs or services, public narratives on national vision and goals, etc.)	The Government Communications Office and Ministry of Administrative Development, Labour and Social Affair launched a free 24/7 WhatsApp chatbot in 2021 to provide employers and expatriate workers with accurate, up-to-date information on labour laws, rights, and regulations[1]
	Directed and targeted government interventions	Provide programs, goods or services to achieve targeted outcomes (e.g. education, waste collection, parks and recreation)	The Ministry of Education and Higher Education, the Ministry of Sports and Youth, and the Qatar Scientific Club launched the "School Innovation Incubators" initiative aimed at fostering culture of innovation and entrepreneurship amongst students in government schools. The initiative equipped 8 government schools with advanced labs for digital manufacturing, 3D printing, robotics, AI, electronics, and communications[5]
	Behavioural interventions	Apply behavioural science concepts such as choice architecture, nudges, sludges, etc. as part of the policy	One of MoEHE's initiatives in NDS is "NudgED" which aims to design and launch behavioural change program to foster desired character traits and behaviors of learners[6]
Economic or behavioural incentives and disincentives	Economic incentives or disincentives	Relies on monetary measures to drive desired outcomes (e.g. taxes or tax reliefs, charges, fees, penalties, subsidies, incentives/disincentives and tradable permits)	Qatar Free Zones, part of Qatar's FDI strategy, offer tax holidays (i.e. zero corporate tax, zero customs duties, and no personal income tax)[7]
	Behavioural incentives or disincentives	Rely on motivating compliance, uptake, adoption, etc. through social, psychological, cognitive, situational, or environmental cues such as status-driven motivation or goal-gradient progression (e.g. membership schemes at Banks to encourage investments and savings)	Ministry of Public Health aims to enforce patient incentive schemes for positive behavior that improve patient outcomes and reduce costs for the health sector[8]

1 Government Communications Office, Press Release, https://www.gco.gov.qa/en/media-centre/press-releases/government-communications-office-launches-labour-laws-and-regulations-information-service-on-whatsapp-in-cooperation-with-ministry-of-administrative-development-labour-and-social-affairs/

Difference between policymaking and law-making processes in the country

While legislation is one type of policy instrument, developing laws and regulations follow a specific law-making process outlined in figure 2.2. Draft legislation could either be drafted by the CoM and raised to His Highness the Amir for approval after Shura Council's approval, or they could be drafted by a government entity that officially submits them for review and preliminary approval by the CoM before being raised to the Shura Council. His Highness the Amir ratifies the proposed law after the Shura Council approves it. Figure 2.2 details the law-making process in the country. It is important to note that the law-making process is applicable to all legal instruments drafted by any government entity (such as ministries, authorities, agencies, councils, etc.).

Figure 2.2: Law making process[9]



This policy guide does not provide guidance on developing legislation or regulations; however, it does provide guidance on when to transition to the law-making process based on the policy instrument identified, or whether legislation is required as a supplement to a programmatic or incentive-based instrument to ensure implementation or enactment (see section 6 for more details).

Sub Section 2.2

When does the policy making process start?

The policymaking process could be triggered by several political, economic, social, and environmental factors. Typically, policy triggers are events, or conditions, or factors, that necessitate the need for a new policy and act as catalysts for change. Policy triggers can be classified as internal or external based on the origination source.

Internal Policy Triggers

These events originate from within the government, or public administration, and typically relate to, but are not limited to:

- Leadership Direction
- Strategic Priorities
- Need to accelerate progress towards national goals if delays are flagged
- Internal reviews of policies
- Ongoing analysis of policy challenges, including discovery of new structural and behavioural barriers
- Pressure on resources
- NPC-related triggers from its tools (e.g., risk register, foresight radar, behavioural diagnostics)

External Policy Triggers

These triggers are influenced by non-governmental stakeholders, and include:

- Public concerns or advocacy for new services, legislation or programs
- Changes in competitive landscapes
- Media coverage of policy challenges or global emerging trends in public policy that mobilize public demand for new reform
- Crises or emergencies, including natural or man-made crises and political conflict
- International commitments, including signed and ratified treaties or global commitments to development goals

In the country, most policy analyses or development, today, are generally initiated due to leadership direction, strategic priorities (i.e., National Development Strategy) or sectoral priorities.

Table 2.2 depicts examples of each from the country's context whereas Table 2.3 depicts additional triggers that could emerge in the country such as through stakeholder / public concerns, media attention, or NPC-related triggers from its tools.

Table 2.2: Examples of policy origins

Trigger Name	Examples
Leadership direction	The Amir directed development of the first and subsequent National Development Strategy (NDS)[10]
Strategic priorities	The strategic priority was to attract more visitors, position itself as a global hub for tourism and promote foreign investment which led to bidding for hosting FIFA World Cup and building a world-class international airport
Internal review of policies	The Permanent Population Committee regularly reviews the Population Policy, and uses the monitoring and evaluation inputs into development of subsequent policies[11]
Pressure on resources	Low oil prices between 2014-16 pushed the country into deficit which was followed by subsidy reform[12, 13]
Crises and emergencies	The pandemic's pressure on the healthcare system, safety of citizens and residents, and the subsequent impact on the economy and education system, drove the country to think of innovative ways to deliver education online, adapt workplace policies, and manage hospital operations in both efficient and safe ways.
International commitments	The country is committed to leveraging sports as an enabling instrument for sustainable development, advancing peace and inclusion, and contributing towards the achievement of the UN Sustainable Development Goals (SDG)[14]

Table 2.3: Hypothetical examples of policy triggers

Trigger Name	Hypothetical Examples
Public concerns	Concerns from residents on poor air quality could lead the government to launch policies on Air Quality management
Media coverage	Media coverage of traffic congestion could prompt the Government to introduce policies that promote and incentivize public transport to reduce road congestion
NPC Tools – Risk Register	The risk register revealed that global financial volatility from interest rate shocks or market downturns could reduce sovereign portfolio returns and strain fiscal planning
NPC Tools – Behavioural Diagnostics	Studies reveal that while there is an abundance of childcare supply, there may be little uptake due to negative attitudes and social norms around sending very young children to childcare outside the home

Table 2.4: Proactive vs. reactive policy types

The distinction between proactive and reactive policy types lies in the timing and manner in which policies respond to public issues and risks. Some policies are designed to anticipate and prevent challenges before they materialize, while others are introduced in response to events or conditions that have already occurred.

Table 2.4 outlines the key characteristics of each policy type and illustrates them with representative examples.

Policy Type	Definition	Examples
Proactive Policy	A proactive policy refers to a strategic and forward-looking framework designed to anticipate, prevent, or mitigate potential risks and challenges before they occur	The establishment of comprehensive cybersecurity protocols aimed at preventing unauthorized system intrusions The integration of educational reforms designed to equip future workforces with skills aligned to anticipated labor market demands
Reactive Policy	A reactive policy refers to a framework developed in direct response to events, shocks, or issues that have already materialized, with the objective of containment, mitigation, or recovery	The implementation of public health containment measures (e.g., lockdowns, travel restrictions) in response to disease outbreaks. The revision of aviation security procedures following security breaches or incidents.

Sub Section 2.3

Guiding Principles for Effective Public Policies

"Effective" in public policy refers to the extent to which policies achieve their goals, are implemented on track, and result in positive societal and economic outcomes. Generally, effective public policies are characterized by a set of key guiding principles:

- **Clear definition of problem and target setting:** Clearly define the issue the policy aims to solve, or the opportunity it aims to address, with very clear justification for the policy and clear targets
- **Evidence-backed design:** Ensure policy decisions are well-informed by the best available data
- **Whole-of-community approach:** Include government, non-government stakeholders (i.e., public, private sector) and citizen engagement, or e-participation in the development and implementation of policies. For example, Sharek Platform[15], developed by the Civil Service and Government Development Bureau (CGB), provides a medium for citizens and residents to present their opinions to decision-makers directly
- **Coherence and integration:** Maintain consistency with other policies in terms of alignment of different sectoral goals, and avoid duplication with other related policies
- **Transparency and accountability:** Ensure the policy process is transparent and communicated to all stakeholders
- **Impact-driven:** Implement the policy options which offer highest impact and added value-for-money

Please refer to Template 1: Policy Quality Checklist in the appendix.

SECTION 3

POLICY CYCLE

Sub Section 3.1

What is the Policy Cycle?

Policies in general follow an ideal policy cycle which is comprised of six stages. The following sections in the Guide detail each of the six stages. Figure 3.1 illustrates the policy cycle.

Policy Situation Analysis (Section 4)

- For the policy instrument to be developed, identify the core issue(s), analyze root causes and gather the evidence, and assess the need(s) for government intervention.
- Provide justification or rationale for the policy, define clear policy objectives and map out affected stakeholders and their interests.
- Set up the governance structure for the policy team.

Policy Instrument Development and Appraisal (Section 5)

- Generate a range of evidence-based policy options to address common policy challenges, and assess their feasibility and risks; develop the Logic Model for policies and understand their expected impact on sectoral and national outcome areas.
- Appraise, test and select the most viable option based on impact, stakeholder input, resource availability and alignment with strategic goals

Policy Instrument Alignment and Approval (Section 6)

- Secure formal endorsement from relevant authorities and ensure cross-government alignment.
- Incorporate feedback to elicit decision-maker's support and build consensus, and refine the proposed policy.

Policy Instrument Implementation (Section 7)

- Develop a detailed implementation plan with timelines, roles, and resources; assess regulatory requirements.
- Execute the policy through phased rollouts, pilots, or direct deployment.

Monitoring and Evaluation (Section 8)

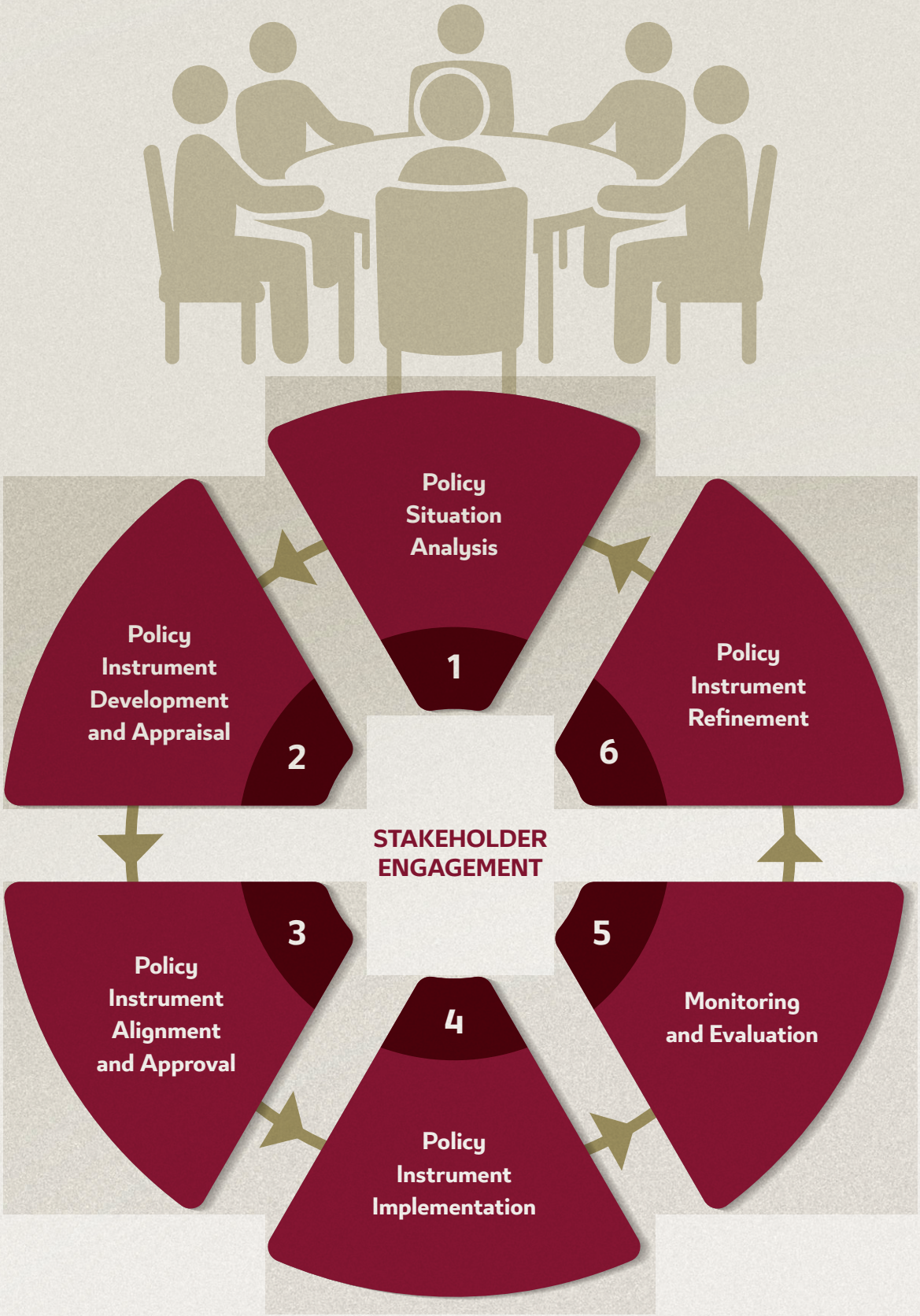
- Track implementation progress, measure the achieved impact, and assess policy effectiveness.
- Share findings with stakeholders to ensure transparency, learning, and accountability.

Policy Instrument Refinement (Section 9)

- Use monitoring results and stakeholder feedback to adjust or improve the policy analysis and development.
- Ensure refinements address emerging issues and maintain policy relevance over time.

Stakeholder engagement takes place throughout the six stages of the lifecycle to ensure consultations and inputs are collected from multiple stakeholders to design the policy options, and during the implementation and monitoring of the policies, stakeholders are involved in providing feedback to refine them.

Figure 3.1: Policy Cycle



SECTION 4

POLICY SITUATION ANALYSIS

Sub Section 4.1

Introduction

Stage Overview and Objectives

The first stage of the policy cycle, Policy Situation Analysis is designed to build a clear and shared understanding of the issues at hand and whether they pose challenges that need to be resolved through revising existing policies or whether they present new opportunities to develop new policies that may complement ongoing government efforts. This stage focuses on clarifying the scope of the issue, examining its underlying causes, assessing whether government involvement is necessary and appropriate or if the issue is better resolved by the private sector, and identifying which stakeholders are involved in the policy issue. By the conclusion of this stage, policymakers should have a well-substantiated, evidence-based justification for moving forward.

Key Activities (illustrated in the figure 4.1):

The following steps will be completed as part of this stage:

- **Identify and diagnose the policy challenges**
  Define the problem or opportunity and its various issues and root causes using scientific analytical tools that combine both structural and behavioural analysis of the factors that contribute to or cause the problem or opportunity

- **Assess the role and feasibility of government intervention**
  Evaluate alignment with national priorities, potential impact, resource implications, and the possibility of government intervention through policymaking, or whether the issue can be addressed naturally by market dynamics (private sector) or Non-Governmental Organizations (NGOs). Conduct an initial stakeholder analysis to map key actors, identify their spheres of control and influence, and determine where multi-sector collaboration is critical

- **Form the policy team and governance structure**
  Set up the policy team and governance structure to oversee policy development, including roles, responsibilities, and decision-making mechanisms

- **Establish policy rationale and scope**
  Summarize the rationale, scope, deliverables, timeline, governance, budget, and risks

Figure 4.1: Key Activities in Policy Roadmap and Analysis



Stage Duration

This stage can range from 4-8 weeks depending on the availability of data, the complexity of the issues, and the urgency of the project scope and issues. In urgent cases, it may be completed within a shorter time frame. Please note that the stage duration is purely indicative, and the actual time can be shorter or longer depending on multiple factors, including complexity, urgency, and clarity.

Relevant Frameworks, Tools and Templates

The following frameworks, tools and templates will be used in the "Policy Roadmap and Analysis" stage:

Tools:

- Problem Tree Diagram

Templates:

- Problem Tree Template
- Policy Rationale Document Template
- Policy Card Template

Sub Section 4.2

Issue Identification and Diagnosis

This step begins by identifying the core problem to be addressed or the opportunity to be leveraged. It is important to conduct an initial, high-level scoping exercise to define the problem or opportunity in question to understand its origin, root causes, and the key stakeholders that are impacted and how they are impacted. As part of this scoping, it is also important to assess the mandates and formal responsibilities of the different actors involved, particularly in complex, multi-sector issues where authority and accountability may be distributed across multiple entities.

Key guiding questions include:

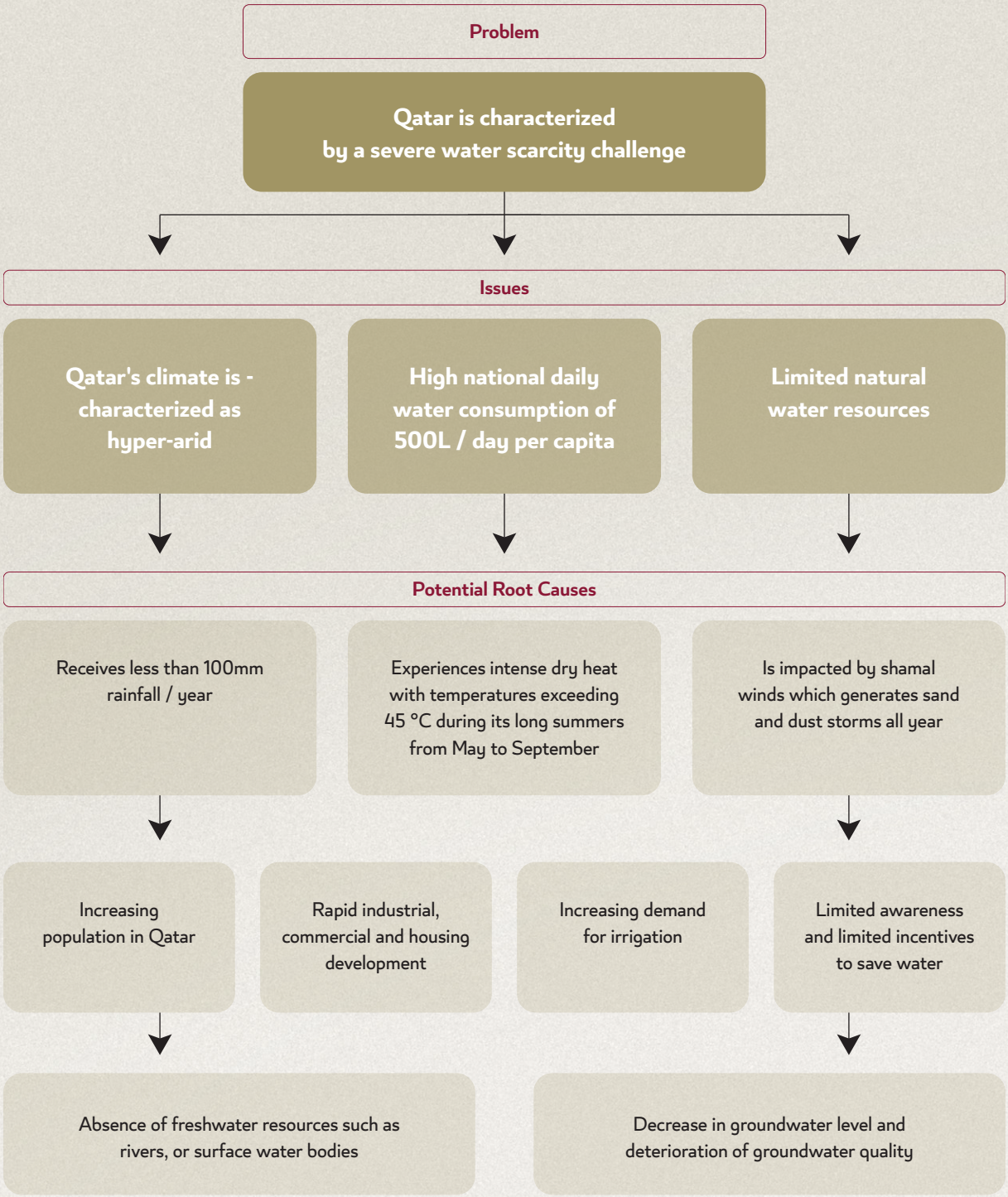
- Is it a problem or an opportunity?
- What triggered it? (e.g. external trade shock, launch of a new strategy, study findings on future trends, etc.)
- What are the underlying root causes or drivers behind the problem or opportunity? To what extent are these drivers structural, behavioural or a combination of both?
- Who is affected? Are certain segments of the population affected differently? (e.g. more or less, and how?)
- What is the scale and urgency of the problem or opportunity?
- Has any work already been done in this area? And by which stakeholders? To what extent have their past efforts been effective?
- Which stakeholders have formal mandates or legal/operational authority over the issue?
- Are there current/ongoing efforts? And by which stakeholders?
- Does the scale of the issue justify an intervention?

Note:

Draft outputs from this step should be reviewed by relevant departments for accuracy and alignment. These documents should also be shared with Monitoring & Evaluation (M&E) teams to assess the feasibility of establishing an appropriate baseline.

Policy areas are generally complex, and it is important to define the problem in detail to ensure specificity of the problem or opportunity at hand. A key tool for this is the Problem Tree Diagram, which visually maps the various sub-issues within a general policy challenge and the potential root causes of these sub-issues. Figure 4.2 illustrates an example Problem Tree Diagram for the water scarcity challenge in the country.

Figure 4.2: Illustrative hypothetical example of Problem Tree Diagram



Please refer to the Appendix for Template 2: Problem Tree template.

From Problem Tree to Causal Loop Diagram (CLD)

The Problem Tree Diagram is used in this guide as an initial diagnostic tool to structure the policy issue, identify root causes, and clarify immediate cause–effect relationships. It is particularly useful during early scoping stages to support shared understanding among stakeholders.

However, many public policy challenges, especially those related to sustainability, economic behavior, and resource management, are complex, dynamic, and systemic. In such cases, linear cause–effect models may be insufficient, as they do not fully capture feedback loops, behavioural responses, and interactions across policy instruments.

For complex policy challenges, policy teams are therefore strongly encouraged to complement the Problem Tree with a CLD.

A CLD is a systems-thinking tool that maps reinforcing and balancing feedback loops between key variables, enabling policymakers to understand how changes in one part of the system may amplify or counteract effects elsewhere.

This approach reflects a general equilibrium perspective, where multiple factors adjust simultaneously.

For example, in the case of water consumption, awareness-raising campaigns alone may not reduce usage if price signals remain weak due to subsidies, thereby neutralizing financial incentives. A CLD would allow policy teams to visualize how pricing policies, behavioural interventions, infrastructure investments, and social norms interact over time, highlighting unintended consequences and leverage points for intervention.

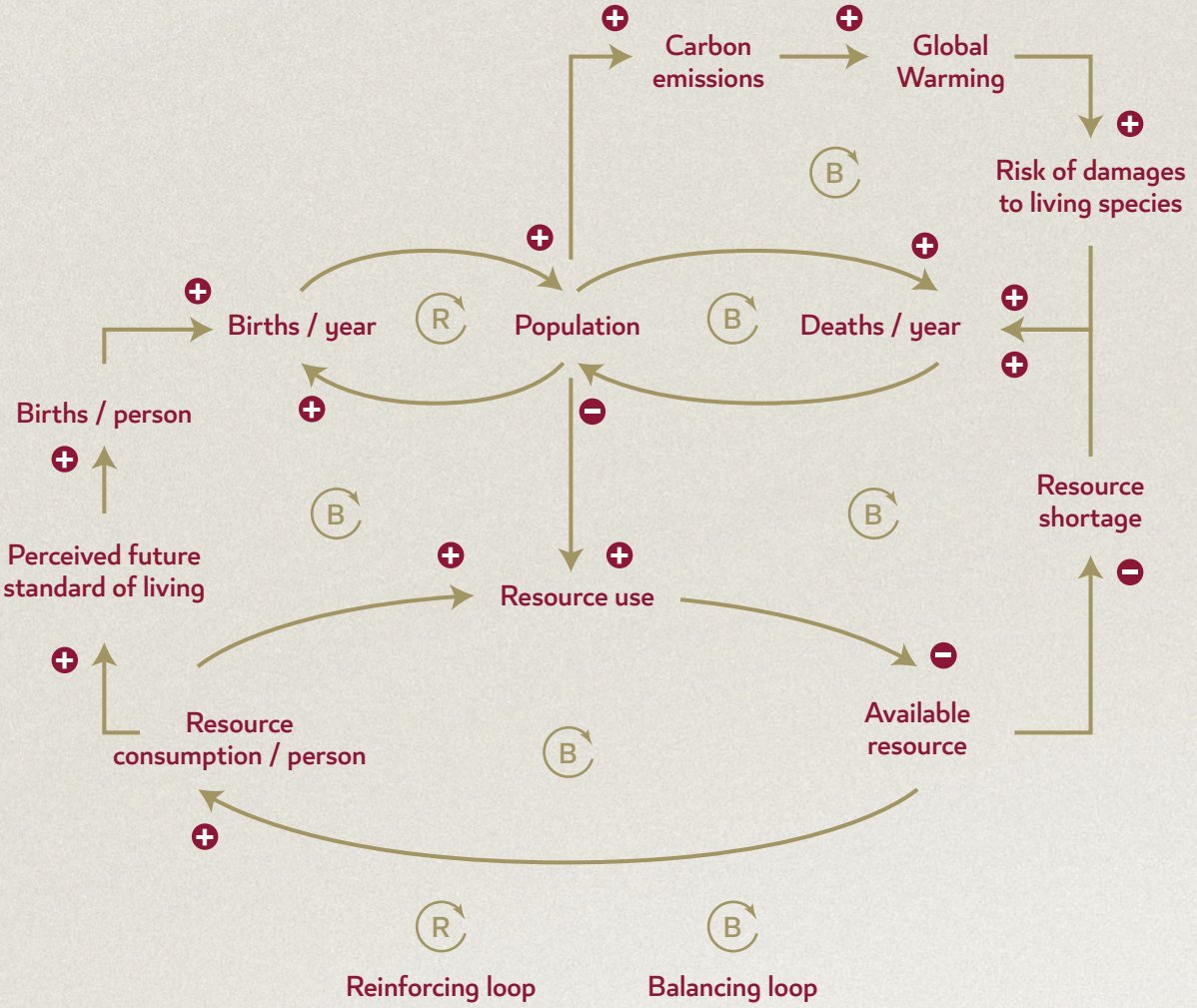
In practice:

- Problem Trees should be used for initial issue structuring and communication.
- CLD should be used for systemic policy challenges, multi-sector issues, or where behavioural, economic, and regulatory factors interact dynamically.

Policy teams should select the appropriate tool based on the complexity of the issue, ensuring that policy design reflects real-world system dynamics and avoids narrow or static assumptions.



Figure 4.4: Illustrative example of CLD



Sub Section 4.3

Assessing the Feasibility for Government Intervention

This step involves conducting a preliminary feasibility assessment to determine whether government intervention is warranted. There is no single approach to justifying government intervention, and it is important to consider a range of perspectives, which can support understanding in cases where government intervention is required:

Strategic Alignment

- Is the issue identified as a priority, or referenced in Qatar National Vision, National Development Strategies and other national aspirations?
- Is it aligned with sectoral strategies and aspirations (e.g., health, education, environment)?
- Does the issue pertain to any international commitments the government has signed or ratified?

Type of Intervention Needed

- What type of intervention does the issue require? Does it require a legislative, regulatory or rule-based solution, a programmatic solution, or an economic or behavioural incentive/ disincentive-based solution?

Impact of Government Intervention

- Who benefits and how?
- What are the consequences of inaction?
- Can the market or civil society address the issue without government involvement?

Previous and On-Going Government Efforts

- Has the government previously attempted to resolve this issue? Which entity or entities?
- What were or are the initiatives that have been adopted to resolve this issue?
- What were the outcomes and key learnings from those efforts?
- Are the ongoing efforts sufficient or do they require revisions or complementary efforts?
- How can this experience inform the current approach?
- Are there any external actors (such as higher education/ research institutions, subject-matter experts or the broader public), that can support the issue through evidence generation or technical expertise?

Resource Requirements

- What is the high-level estimate of the costs for developing and implementing the policy?
- How many people (Full Time Employee (FTE) or equivalents) are approximately needed to support development and implementation?
- What technology and infrastructure requirements are needed to enable and sustain the policy?

Justification for Government Role

- Is there a compelling case for government involvement (e.g., insufficient private investments prevent the agri-tech sector from developing without government intervention)?
- Is there a need to address the issue or opportunity through policy intervention or other type of intervention e.g., law, instruction?
- Could the issue or opportunity be addressed more effectively by the private sector or civil society, in case government involvement is not required?

The framework outlined above is comprehensive but should not add unnecessary complexity or delay.

The depth of analysis should match the nature of the issue: major cross-sector challenges may require rigorous assessment, whereas contained operational matters (e.g., adjusting procedures or updating guidelines) may only need a streamlined review. Policy teams should right-size their analysis to ensure timely, effective decision-making.

Sub Section 4.4

Establishment of Governance and Policy Team

Effective governance ensures leadership, accountability, and coordination throughout the policy process.

Governance Structure

The governance structure should define the following roles, usually comprised of the relevant government entities:

Policy Sponsor

A senior executive in the government who leads the policy initiative, provides strategic direction, and secures high-level endorsement.

Policy Steering Committee

A group of senior representatives from relevant government entities responsible for guiding the project, resolving key issues, and ensuring alignment with broader policy priorities. This could be the Policy Alignment Committee (PAC) in the context of Qatar. In addition, the Policy Steering Committee is responsible for endorsing the overall delivery and resourcing approach across the policy lifecycle, including decisions on whether responsibilities should be included within existing structures or supported through specific arrangements, based on the policy's scale, complexity, and available resources.

Policy Team Manager

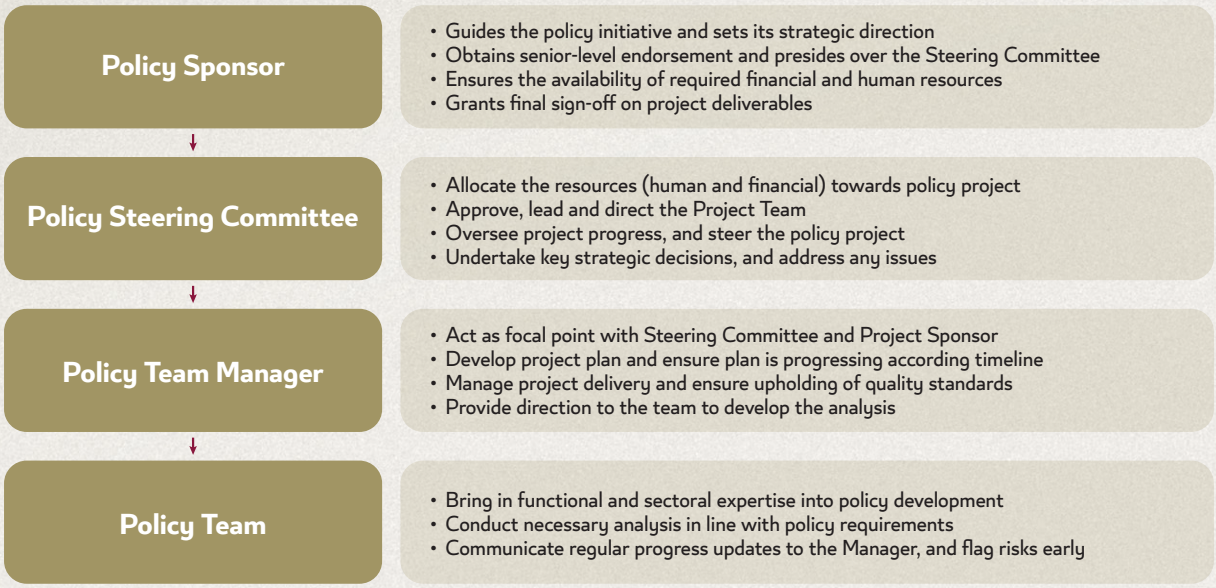
The individual responsible for day-to-day project management, ensuring timely delivery, stakeholder coordination, and adherence to scope and objectives.

Policy Technical Team

A multidisciplinary team from relevant government entities responsible for conducting analysis, drafting the policy document, and supporting stakeholder engagement and consultation. The technical team should also include a legal advisor to assess the regulatory and legislative landscape of the policy area and need for such interventions. In addition, the team can engage external subject matter experts in case external consultation is necessary.

Figure 4.3 outlines the responsibilities of each role.

Figure 4.4 outlines the responsibilities of each role



Team Composition Considerations

To ensure the effectiveness of the project team, two critical factors must be considered:

Team Size

Team size should reflect the complexity and scope of the policy issue.

Team Capabilities

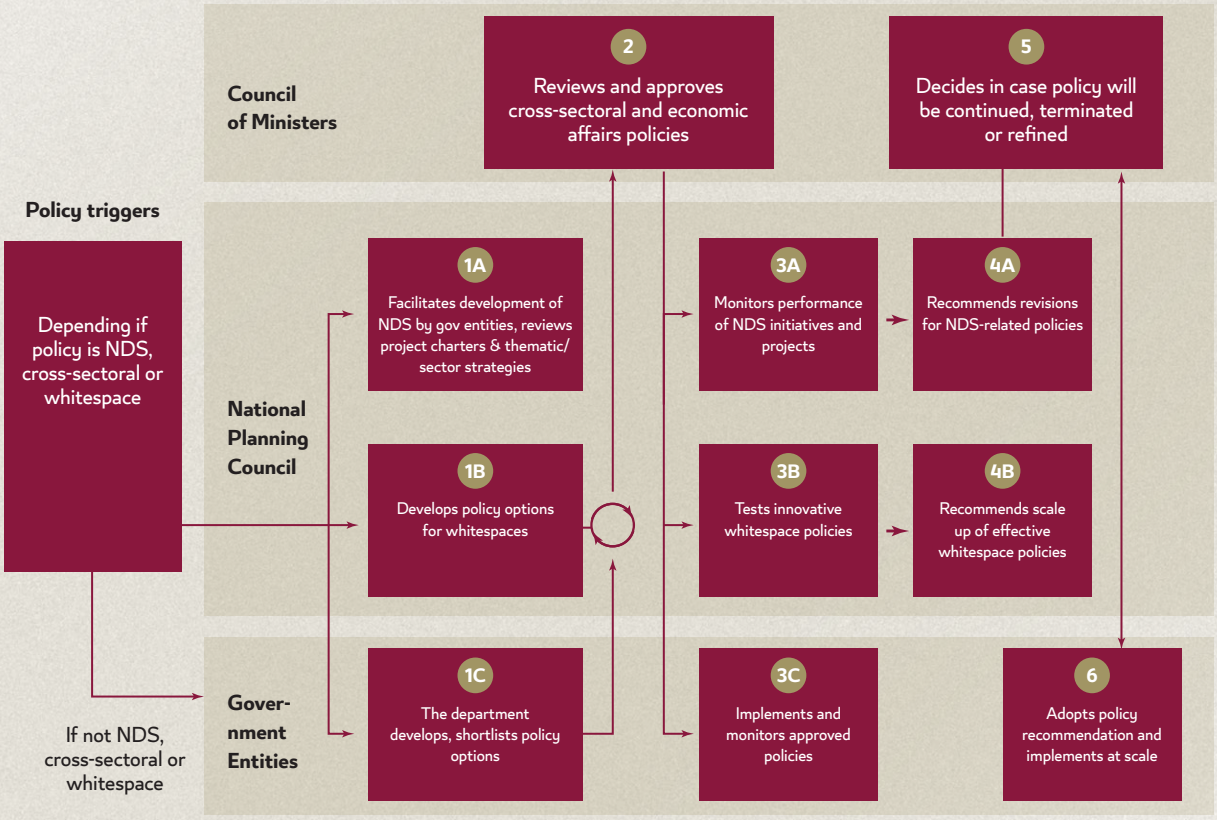
Teams should be multidisciplinary, with a mix of the following skills:

- Deep subject-matter knowledge
- Strong analytical and problem-solving capability
- Policy translation of data insights
- Proficiency in economic and financial assessment
- Expertise in project planning and delivery
- Effective communication and change leadership skills
- Practical operational experience
- Understanding of governance frameworks and legislative processes
- Familiarity with the legal context of the policy area

Additional contextual factors - such as stakeholder dynamics, urgency, and policy sensitivity - should also be considered when forming the team.

In addition to the policy team governance structure illustrated above, policies are reviewed by the NPC to ensure alignment across sectors as well as coherence with the NDS (see more detail in section 6 on policy instrument alignment and approval).

The figure below shows the role of the NPC and the Cabinet in reviewing, approving and revising policies.



Sub Section 4.5

Establishing the Rationale for Policy Focus

The Policy Rationale Document formalizes the rationale, intention, and scope of the policy. It is developed by the Policy Manager with support from the team and approved by the Policy Sponsor and Steering Committee. It serves to:

- Define the policy need and intention
- Align on budget, governance, and timelines

The Policy Rationale Document covers the following areas:

1. **Policy Definition: What is the policy, and who is it for?**

- Intended Objective: What is the intended purpose or goal of the policy?
- Target Audience: Who are the main stakeholders that are impacted?
- Context: Is it a new policy or existing policy, or does it build on previous efforts? Are there any existing regulatory or legal instruments in the policy area?
- Stakeholder Mapping: Who are the stakeholders that are involved in service delivery or in the implementation of the policy? (Detailed below)

2. **Policy Rationale: Why is this policy needed?**

- Policy Need: What problem, issues, and sub-issues does the policy address? What gaps in past or existing government efforts does it address?
- Evidence: What data, benchmarks, or evaluations support policy rationale?

3. **Policy Delivery: Who and how will this policy be implemented?**

- Governance: Who is the project owner and other relevant entities? Is there buy-in from all entities involved?
- Timeline: What are the key start and end dates?
- Budget: What is the estimated cost of implementing this policy?
- Risks: Are there any key risks impacting the timelines or objectives of the policy?

Stakeholder Mapping

Stakeholder mapping is a critical step in understanding the ecosystem of actors who are directly or indirectly involved in the design, delivery, or impact of a policy. It goes beyond identifying beneficiaries; instead, it focuses on the institutions, organizations, and entities that have a role in implementing, enabling, regulating, or influencing the policy's success.

This process ensures that the technical policy team recognizes interdependencies across government, private sector, and society, and can strategically design mechanisms for collaboration, accountability, and coordination throughout the policy cycle.

Illustrative Case Study: Stakeholder mapping for assessment of household savings challenges



In the context of policy efforts aimed at increasing household savings, the stakeholder ecosystem would span across:

- Government and regulatory bodies who will set national savings frameworks by designing fiscal incentives and ensuring the stability of financial products.
- The private sector who would act as the primary delivery channel for savings products, digital tools, and financial inclusion initiatives.
- Employers could serve as enablers by integrating savings schemes into payroll systems or providing matched-contribution programs.
- Educational institutions would contribute by embedding financial literacy programs and promoting long-term savings culture through curricula and public awareness campaigns.
- NGOs and foundations could support inclusion by targeting low-income or vulnerable groups with tailored savings programs.
- Households and individuals represent the focus of the policy whose saving decisions can be influenced through public awareness campaigns, behavioural nudges, and financial literacy interventions.

Below is a case study of a baseline assessment conducted on the topic of rising levels of mental health challenges among children. The assessment answers the key guiding questions and summarizes the rationale for addressing the policy issue.

Illustrative Case Study on a Whitespace Policy: Provide mental health professionals and learning counselors in schools

Policy Definition	
Intended Objective	**Direct objective** • Reduce the percentage or number of children who report mental health issues • Improve learning outcomes in Pre-primary and Grades 1-12 • Enhance student well-being **Long-term impacts** • Improved productivity; achieve labor productivity growth of >2% by 2030[16] • Enhancement in life expectancy; increase average life expectancy to 82.62 years by 2030 • Improvement in life satisfaction; potentially measured through surveys
Target Audience (beneficiaries)	• Primary target audience: Young children (between the age group of 10-18 years) • Secondary target audience: Parents and families of children; and schools
Context	• To be launched as a new policy instrument • Builds on increasing supply of specialized mental healthcare facilities for children for example, Hamad Medical Corporation established Child and Adolescent Mental Health Service[17], facilities at Sidra Medicine, and other private clinics of Mind Institute, and Flourishing Minds Clinic; and increasing awareness about addressing mental wellbeing in children • The Mental Health Strategy 2013-18 was launched in 2013 with a vision for a mental health system in the country[18] • The Mental Health Law was issued in 2016 defining the rights of patients with mental disorders and regulating their care and treatment[19] • Ma'ak Educational Program was launched in 2022 which promotes mental health and awareness in Qatar and aims to reduce mental health stigma[20] • Sidra Medicine piloted Wellness Ambassador Program in three Qatar Foundation schools to raise awareness and decrease stigma amongst school students[21]
Stakeholder Mapping	• Ministry of Education and Higher Education (MoEHE) • Ministry of Public Health (MoPH) • Private and public schools (leadership and staff) • Mental health professionals / counselors in healthcare centers and in educational institutions
Policy Rationale	
Policy Need	• Limited existing projects / initiatives to directly address mental health challenges in children and adolescents • NDS 3 includes few projects such as to develop and implement health education programs and promote healthy habits with MOEHE (focusing on selected topics such as tobacco, mental health, healthy meals, and physical activity); or multi-pronged program to improve psychological and physical wellbeing in schools[22] • However, these initiatives and the existing environment might not be adequate to support mental health support services directly addressing children and adolescents in the country, potentially driven by challenges of: • Limited public awareness and education about mental health needs of children, or existing Mental Health Law • Insufficient financial resources • Insufficient healthcare facilities • Limited mental health professionals, especially in primary and secondary schools
Evidence	• The mental health expenditure in the country is 1.08 percent of the total health budget (in 2018)[23] • Most of the schools in the country do not have access to a dedicated school psychologist to help students with the range of emotional challenges they might face[24] • Mental illness can begin at any age, but most begin earlier in life. It is estimated that around 50% of all mental illness appears before the age of 14[25] • Qatar has limited number of mental health professionals, with only 25.28 mental health workers per 100,000 people[26] • Many young people who visit clinics in the country, complain about irritability, nervousness, foul mood and hostility towards their siblings[27]
Policy Delivery	
Governance	• Led by Ministry of Education and Higher Education (MoEHE) • Supported by Ministry of Public Health (MoPH) • Implemented by partnership agreements between schools and mental health professionals and counselors
Timeline	• Aim for 2027 launch with pilot tests conducted from mid-2026 to test the policy and iterate the policy based on the feedback received
Budget	• To be determined
Risks	• Culture stigma around mental health • Limited availability of skilled mental health professionals • Resistance from schools and parents on introducing this policy

Template 3: Detailed policy rationale document is present in the appendix.

Another format for this policy rationale document is the Policy Card which focuses additionally on policy challenges, and desired policy impacts. The below illustrative case study uses the same example, "Provide mental health professionals and learning counselors in schools in the country":

Please refer to **Template 4** in the Appendix for the Policy Card Template.

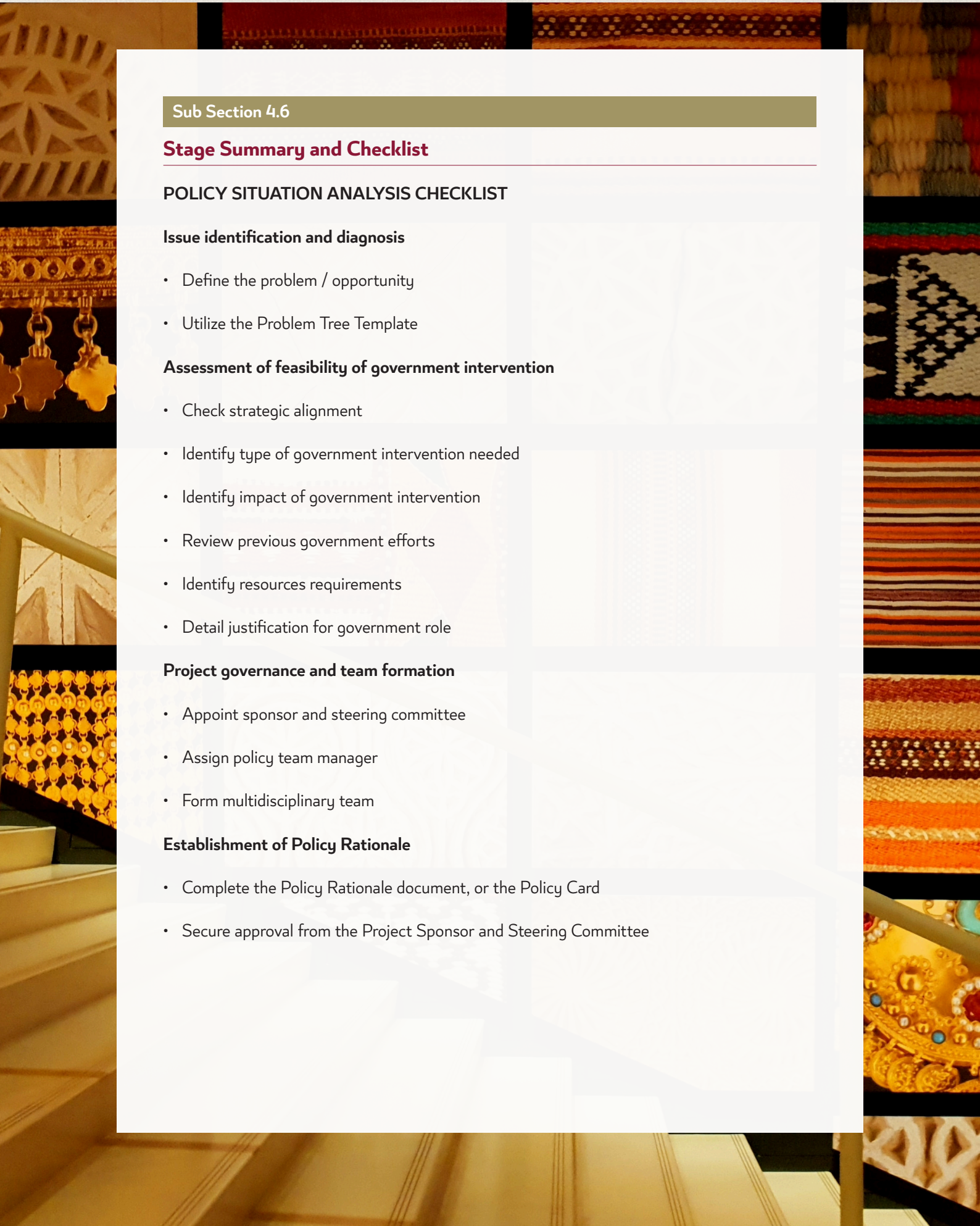
POLICY DEFINITION AND DELIVERY	POLICY RATIONALE
Policy Title Provide mental health professionals and learning counselors in schools	**Policy Context / History** • Builds on increasing supply of specialized mental healthcare facilities for children for example, Hamad Medical Corporation established Child and Adolescent Mental Health Service, facilities at Sidra Medicine, and other private clinics of Mind Institute, and Flourishing Minds Clinic; and increasing awareness about addressing mental wellbeing in children • Qatar Mental Health Strategy 2013-18 was launched in 2013 with a vision for a mental health system in Qatar • Qatar's Mental Health Law was issued in 2016 defining the rights of patients with mental disorders and regulating their care and treatment
Type of Policy Instrument Programmatic policy instrument - direct and targeted government intervention	**Policy Intention** • There are three intended objectives: 1) Reduce the % of children who report mental health issues; 2) Improve learning outcomes in Pre-primary and Grades 1-12; and 3) Enhance student well-being
Owner(s) Ministry of Education and Higher Education (MoEHE)	**Perceived Policy Challenges** The policy could potentially see a few policy implementation challenges due to: • Culture stigma around mental health • Limited availability of skilled mental health professionals • Resistance from schools and parents on introducing this policy
Relevant Stakeholders Ministry of Public Health (MoPH) • Schools • Mental health professionals and counselors	
Policy Target Audience • Young children (10-18-year-old) • Families • Public and private schools	

POLICY RESULTS

- **Desired Impact**

- Improved labor productivity; achieve labor productivity growth of >2% by 2030 (NDS)
- Enhancement in life expectancy; increase average life expectancy to 82.62 years by 2030 (NDS)
- Improvement in life satisfaction in Qatar (could be potentially measured through surveys)

Please refer to Template 4 in the Appendix for the Policy Card Template



Sub Section 4.6

Stage Summary and Checklist

POLICY SITUATION ANALYSIS CHECKLIST

Issue identification and diagnosis

- Define the problem / opportunity
- Utilize the Problem Tree Template

Assessment of feasibility of government intervention

- Check strategic alignment
- Identify type of government intervention needed
- Identify impact of government intervention
- Review previous government efforts
- Identify resources requirements
- Detail justification for government role

Project governance and team formation

- Appoint sponsor and steering committee
- Assign policy team manager
- Form multidisciplinary team

Establishment of Policy Rationale

- Complete the Policy Rationale document, or the Policy Card
- Secure approval from the Project Sponsor and Steering Committee

SECTION 5

POLICY INSTRUMENT DEVELOPMENT AND APPRAISAL

Sub Section 5.1

Introduction

Stage Overview and Objectives

The second stage of the policy cycle, Policy Instrument Development and Appraisal, builds on the foundational scoping and justification completed in the previous stage. It focuses on translating the identified policy need into a well-informed, evidence-based set of options for policy instruments that could address the identified policy challenges.

This stage builds on, and, where necessary, refines the analysis conducted in the previous stage rather than repeating it. Any additional work should be proportionate and focused only on filling gaps required to develop and appraise viable policy options. The primary objectives of this stage are to:

1. Develop a clear understanding of the current policy landscape,
2. Identify gaps and opportunities through benchmarking and foresight,
3. Generate and appraise policy options that are evidence-based, feasible, and impactful, and
4. Consider trade-off across the policy options. Select a preferred policy option that aligns with national priorities and delivers measurable results.

By the end of this stage, decision-makers should have a single, well-defined policy instrument ready for formal approval and alignment with relevant stakeholders and governance structures.

Key Activities (illustrated in figure 5.1):

The following steps will be completed as part of this stage:

Define the baseline for the policy issue

Establish the current state of the policy area using structured tools to identify key drivers (structural and behavioural), constraints, and contextual factors creating the issue.

Analyze gaps in achieving targets and conduct benchmark analysis

Analyze the national policy context against regional and international best practices to identify gaps, opportunities, and lessons learned.

Leverage policy foresight analysis and forecasting

Forecast future developments in the policy area using strategic foresight and forecasting methods to anticipate emerging trends, risks, and uncertainties.

Develop high-level TOC for potential interventions addressing policy issue

Develop an initial, high-level version of TOC to outline the overall logic of the intervention or series of interventions tackling a common problem-linking the core problem to intended outcomes and impacts.

TOC is a framework commonly adopted in policymaking to highlight the causal chain of influence of an intervention, from implementation of activities up to the long-term impacts on society. More details can be found in sub-section 5.6.

Generate policy options for consideration

Develop a long list of potential policy options based on the evidence base and initial TOC.

Appraise policy options and assess associated risks

Evaluate each option for relevance, effectiveness, efficiency, and sustainability. Consider the tradeoffs of each of the different options to inform decisions.

Select the preferred policy option and develop detailed TOC

Select the most promising policy option based on feasibility, expected impact, value-for-money, and alignment with strategic objectives, and develop a detailed TOC outlining the breakdown of the activities and outputs that will achieve the policy outcomes and impacts.

Figure 5.1: Key Activities in Policy Development

1 **Policy Baseline Definition**	Establish the current state of the policy area using structured tools to identify key drivers, constraints, and contextual factors.
2 **Benchmarking and Gap Analysis**	Analyze the national policy context against regional and international best practices to identify gaps, opportunities, and lessons learned.
3 **Policy Foresight and Scenario Planning**	Forecast future developments in the policy area using scenario planning to anticipate emerging trends, risks, and uncertainties.
4 **Policy Evidence Report Development**	Consolidate all the learnings from the baseline, benchmarking and foresight into a report.
5 **High-Level Theory of Change Development**	Develop an initial version of the Theory of Change to outline the overall logic of the intervention -linking the core problem to intended outcomes and impacts.
6 **Policy Options Generation**	Develop a long list of potential policy options based on the evidence base and initial Theory of Change.
7 **Policy Options Appraisal and Risk Assessment**	Evaluate each option for relevance, effectiveness, efficiency, and sustainability.
8 **Preferred Option Selection**	Select the most promising policy option based on feasibility, expected impact, value-for-money, and alignment with strategic objectives.

Stage Duration

This stage typically spans 9 to 18 weeks, however, please note that the duration is indicative, the actual length may vary depending on:

- Complexity of the policy area
- Need for primary research or stakeholder engagement
- Data availability
- Number of policy options to be appraised
- Requirements for economic modeling or legal review

Relevant Frameworks, Tools and Templates

Frameworks:

- SWOT Framework
- PESTLE Framework
- SMART
- Theory of Change

Templates:

- SWOT Analysis Template
- PESTLE Analysis Template
- Benchmarking Template
- Policy Evidence Report Template
- Policy Theory of Change
- Policy Shortlist Template
- Costs and Benefits Templates
- NPV Template
- Risk Card
- Policy Options Appraisal Summary



Sub Section 5.2

Policy Baseline Situation Analysis

Before designing new policy options, it is essential to understand the current state of the policy environment. The policy baseline provides a structured snapshot of what exists, what works, and what needs improvement, and confirms the policy hypotheses developed in Section 4.

The baseline should address the following elements, guided by key questions:

1. Strategic Context

How does the issue align with national visions, sectoral strategies, or policy goals?

Is it a priority area for the government or stakeholders?

2. Historical and Current State

What are the key trends and milestones related to this issue?

How has the situation evolved over time?

3. Problem Magnitude and Urgency

What is the scale and severity of the issue?

Who is affected, and how urgently does it need to be addressed?

4. Stakeholder Landscape

Who are the key stakeholders involved or impacted?

What are their roles, interests, and levels of influence?

5. Detailing Root Causes (Building on Sub Section 4.2)

What are the underlying drivers of the issue?

Have these been validated through analysis or stakeholder input?

6. Existing Work and Interventions

What policies or programs have already been implemented?

What were the outcomes, and what lessons can be drawn?

Frameworks such as PESTLE and SWOT can support this analysis by identifying external influences and internal capabilities or constraints. Figure 5.2 explains PESTLE analysis, while Figure 5.3 explains SWOT analysis. SWOT analysis usually follows the outcomes of the PESTLE analysis.

Figure 5.2: PESTLE Framework

PESTLE Framework supports in analyzing how Political, Economic, Social, Technological, Legal, and Environmental factors influence a policy

Political (P): What might be the political or government factors influencing a policy? (e.g., government strategic priorities).

Economic (E): What are the historical and current factors impacting the policy? (e.g., income distribution of the population, GDP growth rates).

Socio-Cultural (S): How does the social and cultural environment in Qatar impact the policy, and what groups are targeted by the policy? (e.g., demographic trends, Qatari lifestyle and preferences).

Technological (T): What technological innovations or trends might support, or constrain the policy? (e.g., patents, research and development, technological maturity)

Legal (L): What existing laws and regulations govern the policy, or how does the existing legislative system influence the policy? (e.g., future legislations, legislations in key sectors).

Environmental (E): What are the environmental factors in Qatar impacting the policy? (e.g., air quality).

Figure 5.3: SWOT Framework

SWOT Framework helps in identifying Strengths, Weaknesses, Opportunities, and Threats related to the policy environment

Strengths (S): What are the strengths from the internal policy environment that provide the policy a distinctive and unique advantage? (e.g., existing support from the leadership, existing infrastructure in place for implementation).

Weaknesses (W): What are internal constraints that might impede the policy's implementation and effectiveness? (e.g., significant financial investment, lack of alignment with multiple stakeholders).

Opportunities (O): What favorable external opportunities can the policy leverage to enhance its effective implementation? (e.g., global commitments, strong partnerships).

Threats (T): What are key external risks facing the policy? (e.g., technological uncertainty).

Figure 5.4 displays SWOT analysis for a policy area in the country to increase enrollment in nurseries and kindergarten: Develop and launch national campaign on the formal benefits of Early Childhood Education and Development (ECED) .

Figure 5.4: Illustrative example of SWOT analysis

Policy Option

Develop and launch national campaign on the formal benefits of Early Childhood Education and Development (ECED) in the country.

Strengths	Weaknesses
Cost-effective way to disseminate information to wide audience, reaching most parents in the country Targets and shapes demand to ensure that when the supply of ECED services is available, parents will take up such services .	Sharing information about the benefits alone might be insufficient to convince parents with strong beliefs and social norms about relying on family care only until the child reaches school age If not designed well with high quality production, the campaign might not gain traction or elicit engagement given the competing content on TV, social media, and other communication outlets.
Opportunities	**Threats**
Start public dialogue on the importance of formal ECED and use the communication platform and campaign brand to disseminate future information about emerging policies and programs related to curricula, quality standards and inspection mechanisms, teacher training programs, etc. Collect feedback from parents and/or prospective parents on needs, concerns, and challenges to inform design of policies in the ECED policy space (such feedback could be captured through social listening and other polling methods).	Parents who have struggled with the quality of existing nurseries and kindergarten may form counter-campaign to share testimonials about their negative experience; this threat is especially high if there are not current mechanisms for quality control and inspection The campaign could generate demand for ECED but if supply of services is insufficient for existing demand, the campaign might receive negative backlash or feedback.

Please refer to Appendix for Template 5: PESTLE Analysis and Template 6: SWOT Analysis.

Evidence sources that could inform public policies in the country

To build a robust and evidence-based policy baseline, a variety of data types should be considered:

1. Quantitative Data

Numerical data such as statistics, indicators, and trend analyses that provide measurable insights into the issue. Table 5.1 goes into detail about the data sources for quantitative data in the country and snapshot of available datasets.

Table 5.1: Snapshot of quantitative data sources and example available datasets

Data Source	Overview	Example available datasets
Qatar Open Data Platform[28]	Provides access to over 1,000 datasets and data visualizations, catalogued by different themes e.g., labor, health, population, etc.	Economically active population (15 years+) [2017-2020] Population by municipality and age groups [2014-2023] % change in GDP by economic activities at current prices [2019-2023]
NPC Statistics[29]	Provides monthly statistical reports and key data points	Population data Quarterly remittances
Qatar Central Bank[30]	Publishes financial, banking and monetary statistics and reports	Monthly Monetary Bulletin [2014–2025] which includes details on currency issued, domestic liquidity, money supply, financial statement of Qatar Central Bank and commercial banks, interest rates, international reserves, etc. Main Economic Indicators such as GDP, inflation rate, budget surplus / deficit, market cap [Quarterly, 2006-2024] Balance of Payments [Quarterly, 2023-2025]
Other government entities in the country	Publish sector-specific statistics and reports	Ministry of Labor[31] publishes quarterly stats [2025, 2024] on few indicators such as number labor secondment requests, number of applications for work permit, number of worker complaints against establishments, number of inspection visits, etc. Ministry of Environment and Climate Change (MECC)[32] publishes environmental stats such as total protected area, number of environmental permits, etc.

In the country, usually the National Planning Council, Qatar Central Bank, and other government entities publish reports explaining the macro-economic and sector-specific trends based on quantitative data. Outside the government, news agencies, think tanks, academic and research institutions publish insights on the country's political, economic, and social landscape collecting data from multiple stakeholders. Table 5.2 lists some examples of regular reports published in the country. Table 5.2: Example of regular reports published in the country.

It is essential for any policy or project team to systematically review and align with the official national frameworks governing data protection, data governance, and artificial intelligence (AI) within the relevant jurisdiction.
Key regulatory oversight and guidance are primarily provided by the Ministry of Communications and Information Technology (MCIT), alongside other competent authorities such as the National Cyber Security Agency (NCSA).

Table 5.2: Example of regular reports published in the country

Publishing Entity	Example of report
Qatar Development Bank	Publishes the annual "Qatar National Report" in partnership with Global Entrepreneurship Monitor summarizing entrepreneurship activity in the country[33]
Qatar Central Bank	Publishes annual reports on the economy, and financial stability reports[34]
Qatar National Bank	Publishes daily market dynamic reports from the country and other GCC countries through its Financial Services branch[35]

International organizations such as World Bank, IMF, etc. also publish statistics related to the country such as indicators on GDP, government lending or monitoring, AI preparedness, gender equality, among other topics,[36] and publish regular reports on the economy[37] which are especially helpful when comparing Qatar to other regional and international benchmarks. However, one key point to note is that NPC might be one of the raw data providers for Qatar-specific data for these organizations, while they only publish processed and analyzed data and reports for public consumption.

2. Qualitative Evidence

Insights from surveys, reports, interviews, focus groups, case studies, and expert opinions that help explain context, perceptions, and lived experiences. Specifically, legislative evidence can often be found at Al-Meezan,[38] which is the legal portal that provides legal information related to the country. In addition, the Official Gazette[39] is published online by the Ministry of Justice, which publishes all legislation in the country.

3. Economic Data

Data related to costs, benefits, and economic impacts, including cost-effectiveness and cost-benefit analysis. The type of economic appraisal depends on the type and quality of evidence available, and the availability of time to conduct analyses.

4. Behavioural Data

Information on public behaviors, preferences, and attitudes that influence or are influenced by policy

issues. This type of data is typically collected through surveys, Focus Group Discussions (FGDs), In-Depth Interviews, observational or ethnographic studies, and other data scraping and analysis tools that leverage AI and machine learning and online data sources.

5. Experimental Data

Findings from pilot programs, randomized trials, or controlled experiments that test the effectiveness of specific interventions, whether online, in the field, or in a lab (controlled) environment.

A set of guiding principles should be followed when selecting evidence for developing the policy baseline, considering existing challenges.

- **Access to evidence**

  Is the data easily accessible within the timeframe of the analysis, or are there any barriers to data access?

  Is the evidence stored on open data platforms, or within government entities, which might be harder to access, and might require data sharing agreements?

- **Availability of evidence**

  Is the required evidence readily available for developing policy analysis?

  Is the evidence consistently reported, or is historical evidence available?

  The majority of datasets on the Open Data Platform have national and sectoral indicators starting 2023 due to change in ownership of the Platform.

- **Quality and granularity of evidence**

  Is the available evidence validated, and does it follow international data standards for use?

  Is the available evidence granular (or detailed) to the level requisite for policy analysis? E.g., impact analysis generally requires pre-intervention and post-intervention data at the beneficiary level.

  Majority public datasets in the country are at the national and sectoral level, with few datasets allowing for analysis at the municipality level.

- **Relevance and practicality**

  What are the timelines for conducting the policy baseline or analysis which might influence the evidence type?

  What evidence type might be more relevant to the analysis based on the needs of the stakeholders?

Sub Section 5.3

Benchmarking and Gap Analysis

Following the development of the policy baseline, the next step is to understand how the current state compares to what is possible or ideal. Benchmarking helps identify how similar challenges have been addressed elsewhere and what lessons can be applied to Qatar.

Benchmark entities or countries can be identified using the following criteria:

1. Relevance to Qatar:

Contextually similar in terms of governance, demographics, or development stage.

2. Recognition as Top Performers:

Countries or entities recognized as leaders in the specific policy area.

3. Alignment with Policy Objectives:

Similar goals or intended outcomes.

4. Proven Implementation:

Demonstrated success and measurable results.

It is usually recommended that the benchmarking analysis includes at least three countries, or entities, that are considered top performers in the domains of interest. For example, the NPC may learn global best practices from countries like Finland and Estonia on data collection and the management of national statistics. Best practices can often also be found through literature published by international organizations such as the World Bank, OECD, IMF, etc.

For each selected benchmark, the following elements should be documented:

- **Policy Issue or Opportunity:**

  What challenge or goal was addressed?

- **Policy Instrument:**

  What type of policy instrument was used?

- **Implementation Approach:**

  What methods, tools, or delivery models were used?

- **Challenges Encountered:**

  What barriers or risks emerged during implementation?

- **Monitoring and Evaluation (M&E):**

  What systems were used to track progress and impact?

- **Results and Outcomes:**

  What were the measurable achievements or lessons learned?

Below is an illustrative example of how a benchmarking exercise can inform technical teams' decisions. The example involves benchmarking global best practices in designing policy guides for government entities.

The benchmarking exercise involved drafting a long list of available guides, defining benchmark selection criteria, and using those criteria to shortlist the guides for further deep dives. Figure 5.5 demonstrates the selection criteria.



Sub Section 5.4

Forecasting and Strategic Foresight

In a rapidly changing world, effective policy design must not only respond to current conditions but also anticipate future developments. This step builds on the baseline and benchmarking analysis by shifting the focus from "where we are" to "where we might be" to support more resilient, future-proof policy options.

The depth of foresight and forecasting should be proportionate to the issue. Not all challenges require full analysis, and time-sensitive or narrow issues may need a streamlined approach. These tools support decision-making (not add unnecessary formality) and should be applied flexibly based on the nature of the problem and available resources. The key approaches that could be used are:

1. Forecasting:

Uses historical data and trends to project likely future developments. It is useful for identifying expected trajectories in areas such as demographics, technology, or economic growth. Figure 5.7 details the different methods that can be adopted.

Figure 5.7: Examples of forecasting methods

Time Series Analysis Estimates short-term future trends based on analysis of historical data
Causal Models Uses regression analysis and econometric models to assess relationship between dependent and independent variable
Simulation Models Simulates long-term impacts using system dynamics modeling, or agent-based modeling (focused on individuals)

2. Strategic Foresight:

The Organization for Economic Co-operation and Development (OECD)[40] defines strategic foresight as a structured and systematic approach to exploring plausible futures to anticipate and better prepare for change. Foresight cultivates the capacity to anticipate alternative futures and the ability to imagine multiple and non-linear possible consequences. Integrating strategic foresight aims to achieve the following objectives:

- Challenge assumptions and current plans through scenarios to make them more robust
- Recognize drivers of change that can alert policy teams of emerging developments that will shape the future
- Approach the future as a system through the integration and assessment of cross-sectoral interlinkages
- Encourage the emergence of integrated and innovative solutions and opportunities
- Mitigate risks of uncertain futures through early-warning systems and / or preventative measures
- Provide actionable recommendations that are future-proofed and stress-tested against existing systems and capabilities

Foresight employs various tools to explore future possibilities and translate insights into strategic direction. For example, tools such as Horizon Scanning and Futures Wheel enable the identification of early signals and their respective potential future events, while other tools such as Scenario Development, Trend Impact Analysis, etc. help in identifying plausible future scenarios. In addition, there are tools like Backcasting, Wind Tunneling (Stress Testing) and others that identify the changes that might be required now to achieve the desired futures. Supplements to the Policy Guide will include the Strategic Foresight Toolkit which details these tools tailored specifically for use in the country.

Figure 5.8 explains the strategic foresight framework.

	A	B	C	D	E	F
STEPS	Framing	Scanning	Sense Making	Developing Scenarios	Visioning	Planning & Acting
KEY ACTIVITIES	• **Define** the focal issue or strategic challenge • **Identify** key stakeholders, perspectives, and system boundaries • **Clarify** objectives, time horizon, and guiding questions	• **Explore** external trends, emerging signals, and weak indicators • **Investigate** drivers of change • **Gather insights** from diverse data sources and expert input	• **Synthesize** and cluster trends and drivers • **Analyze** interconnections, impacts, systemic patterns, megatrends • **Prioritize** critical uncertainties and areas of strategic relevance	• **Construct** multiple plausible and divergent future scenarios • **Use** narrative and visual formats to build immersive, engaging storylines • **Explore** consequences of each future	• **Imagine** and co-create a preferred or aspirational future • **Reflect** on values, goals, and long-term societal impacts • **Align** the vision with emerging opportunities and risks	• **Translate** insights into strategic options and adaptive pathways • **Develop** early warning indicators and decision triggers • **Embed** foresight into policy, planning, and monitoring processes
KEY OUTCOMES	• Clear foresight purpose • **Aligned understanding** among stakeholders	• **Structured landscape of change** and influencing forces • **Early signals** and patterns identified for further analysis	• Deeper understanding of the **dynamics shaping the future** • Clarity on **key uncertainties and challenges**	• Set of **compelling alternative futures** • New lenses for **strategy and risk exploration**	• **Shared vision of success** in an uncertain world • Strategic clarity on **desired long-term direction**	• **Actionable, future-fit** strategies and roadmaps • Strengthened capacity for **anticipatory governance**

Based on the availability of data, time, and skills available, it is recommended that a combination of forecasting and foresight methods be adopted to identify different futures for the policy and enable informed planning for the future. The outputs from this analysis can reveal key uncertainties, trends, and emerging risks that need to be incorporated into the policy design to ensure the policy is resilient under multiple plausible futures.



Sub Section 5.5

Policy Evidence Report Development

After completing the baseline analysis, benchmarking, and foresight exercises, the findings should be consolidated into a clear and concise Policy Evidence Report, which can serve as an executive summary to the findings from the baseline, benchmarking, and future planning. This report serves as a foundational reference for the next step and ensures that all insights are well-documented and accessible to decision-makers.

This will include:

1. Background information (Covered in Section 4 through the Policy Rationale Document)
2. Baseline of the current situation
3. Review of global / regional benchmarks
4. Future planning for the issues

The following guidelines must be followed while developing this report:

- Ensure the report is clear, concise, and logically structured
- Use visuals (e.g., charts, diagrams, tables) to enhance readability
- Clearly cite all data sources and references
- Highlight key insights and implications for policy design

A typical structure of a policy evidence report is included in the appendix. Please refer to Template 8: Policy Evidence Report

Sub Section 5.6

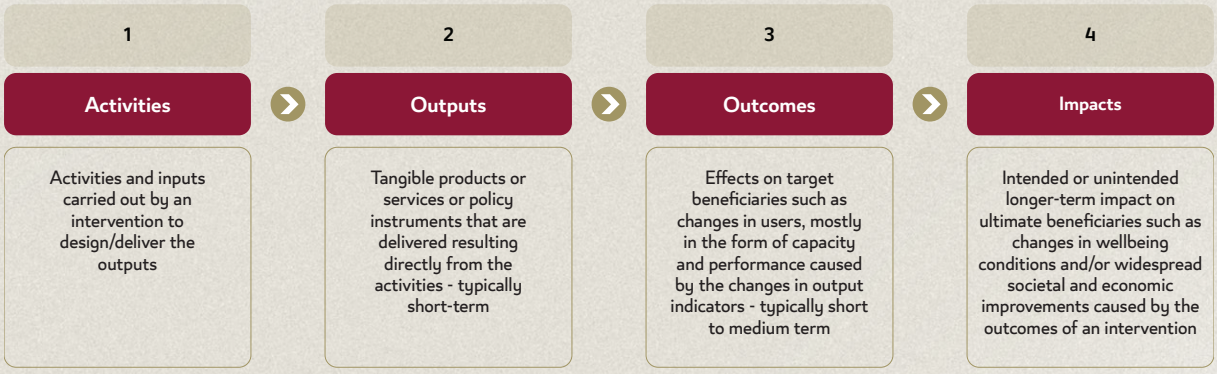
Initial Theory of Change Development

Following the development of the Policy Evidence Report, the next step is to define how the policy will deliver change. This involves developing the Theory of Change (TOC) which provides this bridge by articulating the logical pathway from policy actions to intended results.

The TOC sets out the causal logic of how a policy is expected to achieve its objectives. It shifts the focus from inputs and activities to outputs, outcomes, and long-term impacts, helping stakeholders understand how change will happen and what success looks like.

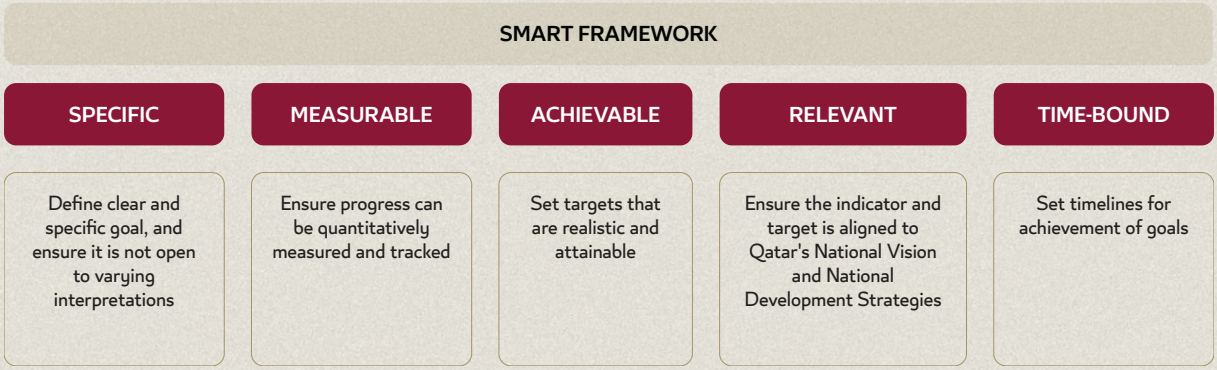
At this stage, it will only be critical to outline how outcomes will be achieved.

Figure 5.9: Theory of Change Framework



It is important that while developing the TOC, the indicators/ KPIs follow the SMART framework (Specific, Measurable, Achievable, Relevant, and Time-Bound) to ensure that they can be used to assess progress and achievements. Figure 5.10 details the SMART principles.

Figure 5.10: SMART Framework



Below are some considerations that can be followed while developing the TOC for policies:

Considerations/ Guiding principles

Activities:

- Clearly described and time-bound (e.g., launch of the policy).
- Clearly assigned to specific implementing entities (e.g., launch awareness campaigns can be undertaken by the Government Communications Office).

Outputs:

- Clearly described as resulting outputs from the activities.
- Might include providing services, programs launched, and issuing new guidelines (e.g., number of applicants to the programs).

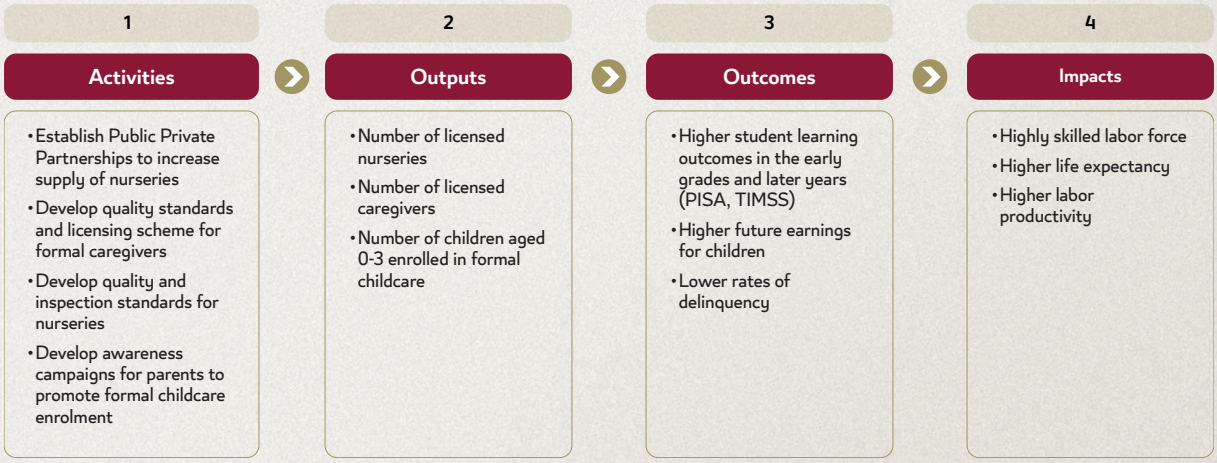
Outcomes:

- Medium-term changes that directly impact the target beneficiaries.
- Refer to NDS sector outcome indicators such as share of citizens in the private sector.
- The NDS Sector Outcome indicators usually include a baseline and target value.

Impacts:

- Usually aligned to broad national social, economic, and environmental goals (e.g., from NDS).
- Refer to NDS national outcome indicators such as percentage of high-skilled expats, share of GDP from non-hydrocarbon sources, etc.
- The NDS National Outcome indicators usually include a baseline and target value.

Figure 5.11: Theory of Change developed for Increasing Supply of Nurseries and Childcare Enrolment



Please refer to appendix for Template 9: Initial Theory of Change Development.

Sub Section 5.7

Policy Options Generation

Long list of policy options

This step involves the systematic development of a long list of potential policy options that the government could consider to achieve the intended policy outcomes. It is a creative yet evidence-informed process that ensures a wide range of interventions are explored before narrowing down to the most viable and impactful solutions.

A well-constructed long list should include:

- A base case or "Business-As-Usual" scenario, which serves as the counterfactual for comparison against all the other options
- A diverse set of interventions that reflect different levels of ambition, cost, and complexity
- Options that are collectively exhaustive (covering all plausible approaches) and mutually exclusive (distinct from one another)
- At least one option, other than the base case, that can be non-regulatory (e.g., marketing campaigns, partnerships, etc.)

This step is critical to avoid premature convergence on a single solution and to ensure that decision-makers are presented with a full spectrum of choices.

It might be necessary to organize a structured workshop with relevant stakeholders (policymakers, specialists, end users) to list down the range of policy options. The range of policy options will also depend on:

- Baseline analysis findings
- Benchmarking insights
- Subject matter consultants
- Stakeholder engagement and inputs
- Steering Committee guidance

Policy technical teams could use the Long List Options Framework[41, 42] as a key tool in identifying and filtering the range of options for policies based on a structured approach. Once the policy rationale (or "Why" a policy instrument is required) has been established, the long list of options can be developed based on a series of choices that aim to answer five dimensions: coverage & beneficiaries, implementation

approach, implementing entity, frequency, and financing. Table 5.3 below lists the key dimensions to be used to identify choices.

Apart from the "Business-As-Usual" option, at least three other options should be included in the long list to demonstrate the full spectrum of optionality for each choice from meeting the core policy objective to undertaking a comprehensive reform. The "Intermediate options" can fall in between the two ends of the spectrum.

For each choice, it is important to assess how well each option meets "critical success factors" which must be aligned during the stakeholder workshop (examples could potentially include strategic alignment, potential value-for-money, potential achievability, etc.).

For each choice, it is important to analyze the options against the critical success factors, and categorize the options as "Preferred", "Retained", "Excluded". Please note that "Preferred" is not the preferred choice at the moment; it is a way to simply rank the options for each dimension.

Table 5.3: Dimensions for each option

Dimension	Description
Coverage and Beneficiaries	What is covered by the policy (e.g., sectors, geographies), and / or who is impacted by the policy? (e.g., beneficiary groups such as students, expats, females, etc.)
Implementation Approach	How will the policy be implemented? (e.g., which technologies might be used, what might be the process, which policy instruments might be used)
Implementing Entity	Who are the implementing entities, and supporting entities in successful implementation of the policy? (e.g., government entity, public-private partnership)
Frequency	What will be the frequency at which the policy might be launched, or implementation? (e.g., one-time, recurrent, every month for 2 years)
Financing	How much will the policy implementation roughly cost, and how will it be funded? (e.g., government entity funding, private sector financing, etc.)

For the different policy instrument options, it is important to provide the following at this stage:

1. Title and brief description (including how it will achieve the policy intended results)
2. Scope across all dimensions
3. Advantages and disadvantages (through SWOT analysis, or analysis against the critical success factors)
4. Outcomes across all options (i.e., preferred way forward, carried forward, discounted)

Sub Section 5.8

Policy Instrument Options Appraisal

Once policy options have been identified, the next step is to systematically appraise these options to determine the most appropriate instrument for achieving the desired policy outcomes. The appraisal process comprises the following key sub-steps:

Shortlist of Instruments

Policy Option Appraisal, which includes:

- Cost-Benefit Analysis
- Risk Identification and Assessment
- Net Present Value Calculation
- Trade-off Estimation

Shortlist of Instruments

To make the cost-benefit analysis manageable and focused, the first step is to narrow down the long list of options identified in Sub-Section 5.7 through a qualitative assessment. This list must include the Business-As-Usual option, Option 1, other intermediate options, and the Recommended option which is built from the choices ranked "Preferred" across all dimensions.

To narrow down the list of options, the appraising team could implement a scoring system (from 0 to 10 for each dimension) that can be used to evaluate each option against the following criteria[43]:

1. Effectiveness

- How well does the option address the policy problem?
- Will it achieve the intended results?

2. Efficiency

- Does the option offer good value-for-money?
- Can it be implemented with reasonable use of financial and human resources?

3. Practicality

- Is the option feasible and deliverable within the available timeframe and resources?
- Does it require significant legislative or institutional changes?
- What are the key implementation challenges or potential side effects, and can they be managed?

4. Policy Fit and Alignment

- Is the option consistent with existing policies and broader strategic objectives?
- Does it align with stakeholder needs, including those of vulnerable groups?

The number of shortlisted options may vary depending on the context, but should always include the status quo (i.e., "Business-As-Usual" option) as a baseline for comparison.

Please refer to Template 10: Policy Option Shortlisting Template for guidance.

Policy Option Appraisal

After identifying the shortlisted options, policy option appraisal can be conducted using our proprietary tools, Rapid Impact Assessment (RIA) and Value-for-Money (VfM) tool. Supplements to this guide will detail these tools, their functionalities, and provide a detailed user guide. Policy Teams could also run rapid A/B testing, which are agile experimental methods to assess the impact of one policy option over another by randomly assigning beneficiaries to different policy options and comparing the difference in outcomes (see more detail on experimental methods in section 8).

Policy Lab Rapid Impact Assessment Tool

A tool developed by the NPC's CFFNV's Policy Lab that allows a policymaker to develop a TOC that maps initiatives to outputs, outcomes, and impacts on national macro-level indicators (e.g. GDP growth, CO2 emissions, labor market productivity, etc.), and calculate both socio-economic and GDP impact intended by the policy instrument, as well as the ripple effects from the additional government spending. This tool maps the relationships between different elements of the TOC and uses social and economic multipliers to estimate impact.

Value for Money (VfM) Tool

A quantitative tool developed by the NPC's CFFNV's Policy Lab that allows a policymaker to assess the cost-effectiveness (through cost-benefit analysis, or Net Present Value- detailed below) of policies by evaluating the impact yield against the expenditures invested. The impact could be measured as either socioeconomic or economic benefits or both, and the technical policy team can compare the costs and benefits in both terms or in economic terms alone.

Cost-Benefit Analysis

For the shortlisted policy options, a Cost-Benefit Analysis (CBA) can be conducted to assess the overall value of each option.

- Costs may include financial expenditures, administrative burdens, implementation resources, and potential negative side effects. A detailed breakdown of the different types of costs and their examples are provided in Table 5.4.
- Benefits may include economic gains, social improvements, environmental outcomes, and long-term efficiencies. A detailed breakdown of the different types of benefits and their examples is provided in Table 5.5.

Table 5.4: Types and examples of costs

Type of cost	Definition	Examples
Capital costs	Capital costs are one-time payments generally incurred at the start of a policy intervention for acquiring or upgrading assets / capabilities	Land and building Equipment / furniture Information systems such as computer hardware, software, etc. R&D costs (e.g., licenses)
Operating costs **Government costs**	Operating costs are recurring payments for day-to-day operations and maintenance of assets, services, and businesses	Rent Consumption of materials and services Salaries / wages Maintenance costs Utility costs Administrative costs Marketing costs Business grants Electricity and water subsidies

Table 5.5: Types and examples of benefits[44]

Type of benefit	Definition	Examples
Government revenues	Incremental revenues accruing to the government as a result of the policy intervention	Visa application fees Taxes Public service delivery fees
Savings or avoided costs	Reductions in government and/or private expenditures due to potential improved efficiencies, reduced need for future services	Reduced need for future healthcare infrastructure due to an early intervention
Beneficiary surplus	Surplus flowing to beneficiary (consumer, producer, labor). For example, when a consumer receives a good or service below the maximum they are willing to pay	Savings in travel time Enhanced green space Reduction in cost of raw materials Increase in minimum wage
Benefits to broader community	Benefits from the policy intervention that flow to the society as a whole, beyond the direct beneficiaries	Improvement in air quality More efficient public transport

There are some key things to keep in mind while conducting this assessment:

- **Time Horizon:**

  Costs and benefits should be projected over the full expected lifetime of the policy.

- **Comprehensive Scope:**

  Both direct (e.g., budgetary costs) and indirect (e.g., opportunity costs, social impacts) factors must be considered.

- **Valuation of Non-Market Costs and Benefits:**

  In some cases, some costs and benefits will have no readily available market value data but can be quantified using other techniques. Refer to Table 5.6 for other valuation techniques.

- **Valuation of Non-Monetary Impacts:**

  Some impacts such as well-being, environmental sustainability, or social cohesion - may not be easily expressed in monetary terms. These should be assessed using qualitative scoring methods (e.g., -10 to +10), based on their contribution to policy objectives. These must be mentioned in addition to the quantitative value for money techniques to provide a comprehensive view of the policy options. These may be valued using Template 11: Qualitative Scoring for Valuing Non-Market, Non-Quantifiable Costs / Benefits mentioned in the appendix.

- **Assessment of Regulatory Burdens and Compliance Costs:**

  The assessment should explicitly incorporate an evaluation of regulatory burdens, compliance costs, and administrative impacts on beneficiaries. This includes analyzing the financial, time, and operational implications, as well as identifying any disproportionate impacts on specific stakeholder groups.

OECD[45] Good Practice Insight:

The OECD Recommendation on Regulatory Policy and Governance emphasizes that policymakers should systematically assess the costs, benefits, and broader impacts of regulations, including regulatory burdens, compliance costs, and administrative requirements imposed on stakeholders.

Regulatory Impact Assessment (RIA) should be applied as a structured, evidence-based process to ensure that policies are proportionate, efficient, and justified, with benefits outweighing costs. This includes evaluating impacts on businesses, individuals, and public institutions.

To effectively address these costs, OECD guidance highlights the importance of:

- Estimate compliance costs in a simple, structured way, by considering:

  the time required to meet regulatory requirements (e.g., reporting, applications),

  the cost of that time (e.g., staff salaries or service fees), and

  the number of entities affected and how often the requirement occurs.

Identify different types of costs, including one-off costs (e.g., setup, training) and recurring costs (e.g., reporting, renewals).

Engage stakeholders to validate assumptions and ensure estimates reflect real implementation conditions.

- Assess whether certain groups face higher burdens, and adjust the policy design to ensure proportionality and fairness.

In the country, specific research studies might have to be commissioned to value non-market costs and benefits, as well as non-monetary impacts. This would enable the team to conduct an analysis that is completely tailored to the country's context and to provide a more accurate, comprehensive understanding of the impacts. Figure 5.12 details the framework to value different types of costs and benefits.

Table 5.6: Valuation techniques for costs and benefits with no market value[46]

Technique	Definition
Market prices	Prices from relevant markets, used when a direct market price is unavailable but a closely comparable market can be utilized
Revealed preferences	Estimates the price an individual is willing to pay, or compensation they are willing to accept by observing their behavior in related or comparable markets
Stated preferences	Stated preference on willingness to pay or willingness to accept gathered through surveys and questionnaires. These choices might not have been made in real-life

Challenges in valuation of non-monetary, or non-quantifiable costs and benefits

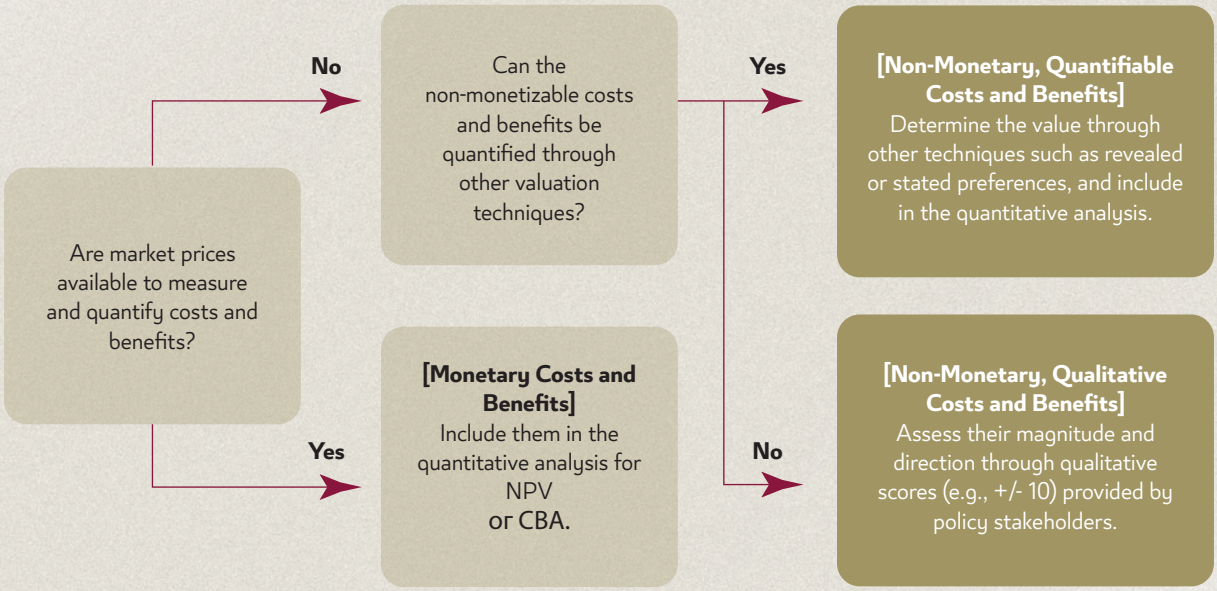
Often quantifying costs and benefits which might be non-monetary (e.g., well-being, community pride), or non-quantifiable (e.g., air quality) might lead to challenges, for example:

- **Subjective judgements:** This might lead to varying interpretations, and open the valuation to multiple questions by different stakeholders.
- **Ethical and equity concerns:** Placing monetary value on human life, or cultural identity can often raise ethical concerns.
- **Over-monetization:** While decision making is easier based on clear monetary numbers, over-monetization might distort priorities, and provide an inaccurate view.

Non-market Valuation techniques adopted by other countries:

- Many guides[47] have conducted detailed studies to estimate the value of the environment (e.g., air quality, flooding, noise, etc.), life & health, travel time, etc.
- In the case of environment, some agencies have published approaches and frameworks[48]" to assess and value the natural environment.

Figure 5.12: Decision Framework on valuation of costs and benefits



Template 12: Cost-Benefit Analysis in the appendix provides cost-benefit analysis sheet.

Net Present Value Assessment

After conducting the Cost-Benefit Analysis, the next step is to quantify the overall value of each policy option using Net Present Value (NPV). NPV is a financial metric that is calculated as the difference between the sum of discounted benefits and the sum of discounted costs. Benefits include monetary benefits, economic impacts and non-monetary quantifiable benefits. It helps compare options by accounting for the time value of money, ensuring future costs and benefits are appropriately weighed.

- If the NPV > 0, the present value of benefits outweighs the present value of costs, and the option adds value-for-money.
- In case NPV < 0, the present value of benefits is outweighed by the present value of costs and hence, the policy option might not be recommended since it reduces value for money.
- If NPV = 0, the policy option doesn't offer value for money.

Among competing options, the one with the highest NPV should be prioritized, provided it also performs well on qualitative and risk dimensions.

Figure 5.13 gives the exact details on how to calculate and compare net present values of policy options.

Figure 5.13: NPV Methodology

$$\text{Net Present Value} = \text{Initial Investment} + \frac{(\text{Benefit} - \text{Cost})}{(1+d)^1} + \frac{(\text{Benefit} - \text{Cost})}{(1+d)^2} + \frac{(\text{Benefit} - \text{Cost})}{(1+d)^3} + \ldots + \frac{(\text{Benefit} - \text{Cost})}{(1+d)^n}$$

- Initial investment is the fixed cost that is incurred at the start of the policy option.
- For the subsequent years, the present value of the cash flows is calculated as:

$$\frac{(\text{Benefits} - \text{Costs})}{(1+d)^N}$$

where N = number of years,

and d = discount rate that is used to calculate the present value of the cash flows.

Usually in developing countries, a discount rate of 8-12% is recommended.[49]

Please refer to Template 13: NPV Analysis



Risk Identification

Risk analysis is a critical component of the policy appraisal process, as the nature and severity of risks can vary significantly across different options, even when costs appear similar.

For each policy option, a structured risk assessment should be conducted to identify and evaluate potential risks. Risks can be identified using foresight techniques, forecasting, and scenario planning (Detailed in Sub-Section 5.4).

The users can utilize the Risk Card Template to compile this information. This includes:

1. **Description:** Overview of the potential risk.
2. **Likelihood:** The probability that the risk will occur.
3. **Impact:** The potential consequences if the risk materializes.

Each identified risk should be assigned a risk rating or score, typically based on a combination of likelihood and impact. Table 5.7 details the different types of risks. SWOT analysis previously conducted in Sub Section 5.2 can also help identify and anticipate risks through "Threats". This helps prioritize risks and informs mitigation strategies when a policy is selected, further details in Section 7: Policy Implementation

NPC's proprietary tool, the Interactive Risk Register, helps in identifying, evaluating, and tracking key risks that could impact a nation's development objectives, governance systems, critical infrastructure, population well-being, and international standing.

Table 5.7: Types of risks

Risk Category	Description	Examples
Acute and Emerging Risks	Risks that are sudden-onset shocks or frontier disruptions with the capacity to destabilize or transform national systems, triggered by global technological, environmental, or geopolitical forces	• Technological disruptions (major cybersecurity breach, AI-driven misinformation, digital infrastructure failure) • Geopolitical and economic shocks (regional conflicts spillovers, shifts in global power dynamics, disruption to food security) • Healthcare and social hazards (pandemics and novel diseases, climate-linked health risks, identity and cultural conflicts)
Chronic Systemic Risks	Slow-moving, persistent threats that build over time; typically include threats such as climate change and demographic shifts	• Climate change and desertification • Demographic shifts (youth bulge, aging) • Energy transition vulnerabilities • Structural unemployment
Sectoral/ Institutional	Risks confined to a single sector/ institution/ or specific industry's strategy and objectives, requiring sector-specific planning and coordination but remaining bounded within that domain	• Economic diversification challenges • Environmental degradation • Human capital/skills gaps • Social development risks (inequality, cohesion)
Recurrent/ Operational	Short-term, high-frequency risks tied to day-to-day operations and existing mitigation protocols (e.g., audits, continuity plans, and IT security)	• Internal audit risks (financial/admin) • Routine institutional/ operational risks (e.g., HR, process failures) • Localized IT/cyber incidents handled by entity security units
Behavioural/ social	Risks associated with public behaviors and opinions resulting from the implementation of policy instruments or in reaction to policy objectives	• Public rejection of new policy instruments • Public criticism of policy goals • Negative behavioural spillovers

Please refer to Template 14: Risk Card Template for identifying and assessing risk

Trade-off Estimation

When appraising policy options, it is important to recognize that each option carries certain trade-offs. Policy development inherently involves balancing different objectives, and the size of the trade-offs must be estimated and considered while selecting the policy option.

It is crucial to identify trade-offs that can occur against multiple dimensions of policy appraisal or within one dimension itself, such as:

1. **Effectiveness**

   Which type of impact does each policy option achieve? Is it in-line with the intended policy intentions / goals?

   For example, one policy option might have higher socio-economic and lower GDP impact compared to a second policy option, which might result in lower socio-economic and higher GDP impact?

2. **Efficiency vs Effectiveness**

   How do the policy options compare against value for money, or in their effectiveness to achieve policy goals vs costs?

   For example, policy option A might have high impact and high cost, while policy option B might have lower impact and lower costs.

3. **Value for Money vs Risk**

   Risk profile of policy options are important considerations. It is essential to understand how policy options fare against each other in value for money and risk profiles.

   For example, policy option A offers high value for money, high probability of a risk event, and high potential impact from the risk event. In comparison, policy option B offers lower value for money and a low probability of risk event.

4. **Effectiveness vs Equity**

   Is the impact evenly distributed amongst the beneficiary groups?

   For example, policy option A might result in high impact, however, for limited beneficiary groups, while policy option B results in lower impact but across a high number of beneficiaries.

It is important to make these trade-offs explicit to support informed decision-making, ensure trust and transparency in the policy development process.

It is recommended that the technical policy teams use the Rapid Impact Assessment Tool (RIA) and Value-for-Money (VfM) tool to estimate the size of the impact (referenced before in the Policy Option Appraisal sub-section). Below is a case study of an ex-ante assessment of two policy options regarding introduction of congestion charges to demonstrate trade-off considerations when deciding on policy instrument options.

Case Study: Introducing congestion charges in Doha to shift behavior from private cars to public transport

- Policy Instrument Option 1: Introducing congestion charges in Doha to shift behavior from private cars to public transport utilizing the existing public transport infrastructure.
- Policy Instrument Option 2: Introducing congestion charges in Doha to shift behavior from using private cars to using public transport with additional investment in a new metro line.

While comparing these two policy instrument options, the policy team must weigh the following trade-offs:

- Option 1 could result in higher environmental outcomes, lower GDP impact, and lower value for money.

- Option 2 could result in higher GDP impact, lower impact on environmental outcomes, and higher value for money.

To select between the two options, the policy team may choose Option 1 if the policy intention is to have better environmental outcomes across all the beneficiary groups, or Option 2 if the return on investment and higher economic impact is more aligned with national priorities and government policy decisions.

While selecting policy options, it is recommended that the trade-offs are known and estimated for each policy instrument option. The selection for the policy instrument option would ultimately depend on the policy option that meets the policy intentions and goals and results in the lowest trade-offs.

Sub Section 5.9

Policy Options Selection

After completing the appraisal, one policy instrument should be selected based on a combination of quantitative and qualitative criteria. The selection should consider:

- **Net Present Value (NPV):** The option with the highest NPV should be prioritized. This does not necessarily mean the cheapest option, but the one that delivers the greatest overall value over time.
- **Qualitative Assessment:** The option that performs best across key qualitative dimensions.
- **Risk Profile:** The option that presents the least risk in terms of feasibility, implementation, and unintended consequences.

A detailed TOC should be completed for the selected policy option to compare against future monitoring and evaluation reports. This can be completed using the TOC template highlighted in Sub Section 5.6, or using the Rapid Impact Assessment Tool.

A formal Policy Appraisal Document should be developed to support the decision-making process. This document should address the following components:

- **Effectiveness:** How well does the selected option achieve the intended policy objectives and results?
- **Efficiency:** Does the option represent good VfM in terms of cost versus impact?
- **Inclusiveness:** How well does the option address the needs of different stakeholder groups, including vulnerable or marginalized populations?
- **Acceptability:** Is the option likely to gain support from key stakeholders, including the public, private sector, and civil society?
- **Policy Fit:** Is the option consistent with existing legal and regulatory frameworks?
- **Implementation Feasibility:** Is the option practical and deliverable? What are the key implementation challenges, and how can they be mitigated?
- **Timing:** Can the option be implemented within a reasonable timeframe to address the issue effectively?
- **Consequences:** What are the potential unintended consequences, both positive and negative, of implementing this option?

Please refer to Template 15: Policy Appraisal Document in the appendix.

Sub Section 5.10

Stage Summary and Checklist

POLICY INSTRUMENT DEVELOPMENT AND APPRAISAL CHECKLIST

Policy Baseline

- Collect baseline data from different types of evidence available
- Conduct stakeholder mapping and landscape review (e.g. past, ongoing and planned initiatives)
- Complete PESTLE analysis
- Complete SWOT analysis

Benchmarking and Gap Analysis

- Shortlist relevant benchmarks
- Collect data on benchmarks
- Document key learnings using the benchmarking template

Foresight and Scenario Planning

- Select appropriate foresight/scenario planning technique
- Conduct analysis

Policy Evidence Report Development

- Develop policy evidence report which includes baseline analysis, benchmarking insights and foresight and scenario planning results

Initial TOC Development

- Develop initial TOC document

Policy Option Generation

- Outline a long list of policy options
- Outline key details of policy options – descriptions, advantages / disadvantages, etc.
- Policy Option Appraisal
- Shortlist policy instruments
- Complete the Policy Option Shortlisting Template
- Conduct Cost-Benefit Analysis
- Perform Net Present Value calculation
- Conduct Risk Assessment
- Conduct Trade-Off assessment

Policy Option Selection and Detailed TOC

- Select policy option based on criteria outline
- Develop detailed TOC document

SECTION 6

POLICY INSTRUMENT ALIGNMENT AND APPROVAL

Sub Section 6.1

Introduction

Stage Overview and Objectives

This stage marks the transition from policy design to formal adoption. It focuses on validating the policy's readiness through the consolidation of all supporting materials, securing high-level endorsement, and initiating the legislative process to give the policy legal force (where required). The goal is to ensure the policy is not only approved but also positioned for effective implementation within the appropriate legal and institutional frameworks. For more details on the law-making process in the country, please refer to Section 2.

By the end of this stage, all key stakeholders should be aligned on a single, approved policy instrument, and the policy-to-legislation process should be formally initiated where necessary.

Key Activities (illustrated in figure 6.1):

The following steps will be completed as part of this stage:

- **Consolidate Policy Pack**

  Compile all relevant policy documents and supporting materials.

- **Obtain Policy Endorsement from Policy Steering Committee**

  Present the recommended policy option to the Steering Committee for endorsement, as well as other government entities depending on the scope and type of policy instrument.

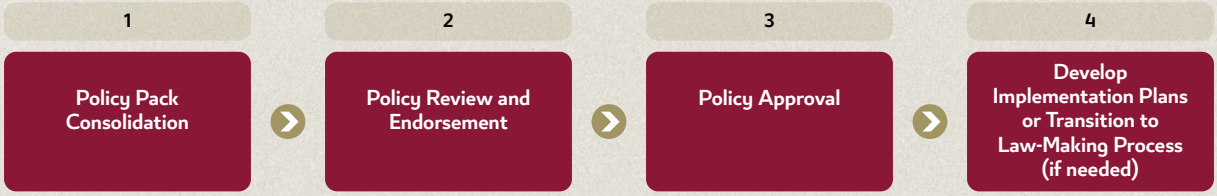
- **Identify the Appropriate Hierarchy for Policy Review and Approval**

  Assess whether the policy instrument needs to be reviewed and approved by His Highness the Amir, Council of Ministers, or the Minister or Head of the relevant government entity, and follow the appropriate channel for policy approval.

- **Develop Implementation Plans or Draft Legislation for Approved Policies (if required)**

  Begin coordination for developing implementation plans or initiate the legislative drafting process for applicable policies.

Figure 6.1: Key Activities in Policy Approval and Alignment



Stage Duration

This stage typically takes 2 to 4 weeks or longer, depending on whether new legislation needs to be drafted. More time may be required for policies involving significant legal changes.

Sub Section 6.2

Policy Pack Consolidation

This step involves compiling a comprehensive and coherent policy pack that includes all relevant documentation developed throughout the policy cycle. The pack should contain:

- Policy Rationale Document
- Policy Evidence Document
- TOC Document
- Policy Option Shortlisting Template
- Outcomes from NPC's Policy Lab's Tools (if used), such as the Rapid Impact Assessment, VfM Tool
- Policy Appraisal Document

Sub Section 6.3

Policy Review and Endorsement

An Executive Summary should be developed to accompany the policy pack. This summary must:

- Clearly articulate the selected policy option.
- Present the rationale for its selection.
- Highlight expected outcomes, impacts, and implementation considerations.

The summary is presented to the Policy Steering Committee for formal endorsement. Sometimes policy endorsement can take a few rounds of iteration between the Steering Committee and the policy team.

Sub Section 6.4

Escalation and Dispute Resolution Mechanism

Given the cross-sectoral nature of many policy instruments, disagreements or implementation challenges may arise among stakeholders during policy review, alignment, or implementation. These may relate to strategic alignment, mandate ownership, resourcing, implementation responsibilities, or practical challenges encountered during rollout. A clear escalation and dispute resolution mechanism is therefore required to ensure timely decision-making and maintain coherence with national priorities. This mechanism applies to disputes emerging during the policy alignment and approval stage, particularly for policies linked to the National Development Strategy (NDS) or involving multiple government entities.

Step 1: Technical Resolution

The Policy Manager, supported by the policy team, should first attempt to resolve disagreements through clarification of evidence, refinement of policy design, or bilateral discussions with concerned entities.

Step 2: Steering Committee Review

If issues remain unresolved, they should be escalated to the Policy Steering Committee to facilitate consensus, assess trade-offs, and confirm alignment with agreed policy objectives.

Step 3: NPC-Facilitated Alignment

For cross-sectoral or NDS-linked policies, unresolved disputes should be escalated to the National Planning Council (NPC). In this role, the NPC acts as a neutral convener to support alignment, ensure coherence across sectors, and confirm consistency with national development priorities.

Step 4: Executive-Level Escalation (if required)

Where alignment cannot be achieved through the above steps, the policy may be escalated to the appropriate approving authority (e.g., Council of Ministers), in accordance with the policy approval hierarchy outlined in the next sub-section (6.5).

This structured escalation approach ensures that disagreements are addressed proportionately, transparently, and in a manner that safeguards policy coherence, accountability, and alignment with national development objectives.

Sub Section 6.5

Policy Approval

The review and approval of different instrument types can vary, depending on the scope. For instance, the review and approval of all regulatory, legislative, and rule-based instruments take place at the Center of Government or executive level, whereas some programmatic and incentive-based instruments can be developed, approved, and announced at the sectoral or government entity level. Figure 6.2 provides an illustration of where different types of policies lie within the hierarchy of policy instruments.

Legal and government operational instruments are always reviewed and decided at the Council of Ministers (CoM) and Shura Council levels (see section 2 on the law-making process). Some legislation assign government entities overarching jurisdiction to pass decisions at the Minister's level without further escalation, allowing ministers to review and approve policy instruments proposed by government entity departments. However, if an instrument is proposing new approaches that are not encompassed by the passed legislation granting such jurisdiction, then the instrument will need to pass through the CoM and Shura Council.

To ensure effective implementation and avoid delays due to funding constraints, policy endorsement and implementation planning should be synchronized with the Ministry of Finance's annual budget preparation and approval calendar. This ensures that all approved policies are considered for funding and can be implemented without delay. Policy teams can coordinate with the Ministry of Finance during the budget planning phase to secure the necessary resources for new policies prior to their implementation.

Figure 6.2: Legal and Administrative Hierarchy of Policy Instrument Approval and Decisions



In order to decide which authority or entity needs to review and officially approve the policy, the policy team can refer to Table 6.1. The Policy Pack is submitted to the relevant entity.

Table 6.1: Mapping of entities that provide approval to different types of policies

Type or Scope of Policy Instrument	Amiri Decree	Prime Minister Decision	Council of Ministers Decision	Minister Decision
Type of Instrument				
Legislative instrument	•			
Institutional or operational instrument -Instrument to establish new authority or alter government operations	•	•		
Economic or behavioural incentives and disincentives – Economic incentive (new or mega financial incentive that requires significant investment and budgetary approval)			•	
Scope of Instrument				
Any type of policy instrument which affects multiple sectors			•	
Any type of policy instrument which affects one sector, or one sectoral outcome				•
Any type of policy instrument which affects national outcome			•	
Any policy instrument not currently within the explicit legal jurisdiction of any government entity			•	

Sub Section 6.6

Policy-to-Legislation Translation

Some instruments may need supplementary legislation to ensure their enactment; for instance, some types of incentive schemes, processes and procedures, and new digital tools may need to be regulated and grounded in laws that govern terms and conditions for engagement. In the country, this transition involves aligning the instrument with the legislative process, which results in ratification by His Highness the Amir. The process typically includes drafting a law or amendment by the government entity, review by the Council of Ministers, and deliberation and approval by the Shura Council (see figure 2.3 in section 2). This step is essential to provide a solid legal foundation for implementation, compliance, and accountability.

Additionally, to promote regular review and prevent the accumulation of outdated or ineffective regulations, it is recommended that certain policies include a "sunset clause." A sunset clause specifies that the policy will expire on a predetermined date or upon achieving its intended impact, unless it is formally renewed. This mechanism ensures that policies remain relevant and are periodically reassessed for effectiveness.

Sub Section 6.7

Stage Summary and Checklist

POLICY INSTRUMENT ALIGNMENT AND APPROVAL CHECKLIST

Policy Pack Consolidation

- Develop Policy Pack with all its key components

Policy Endorsement

- Develop Executive Summary
- Present Executive Summary to Steering Committee

Policy Approval

- Determine which authority needs to approve the policy (table 6.1)
- Submit Policy Pack to the approving authority

Translation of Policy to Legislation (where applicable)

- Determine if policy requires legislation
- Initiate process of translating policy into legislation or begin coordination to develop implementation plans



SECTION 7

POLICY INSTRUMENT IMPLEMENTATION

Sub Section 7.1

Introduction

Stage Overview and Objectives

This stage focuses on planning for effective implementation of the approved policy.

Key Activities (illustrated in figure 7.1):

The following steps will be completed as part of this stage:

- **Develop the Implementation Plan**

  Define the structure, sequencing, and responsibilities for delivering the approved policy.

- **Conduct risk management**

  Identify and assess the likelihood and impact of risks, and define measures for mitigating risks.

- **Develop change management and communication plan**

  Draft and implement change management and communication plan with relevant entities, or stakeholders.

Figure 7.1: Key Activities in Policy Implementation



Stage Duration

The duration of this stage usually is between two to four weeks but might take longer or shorter depending on the number of stakeholders involved.

Relevant Frameworks, Tools and Templates

Frameworks:

- RACI Framework
- Risk Management Framework

Templates

- Implementation Plan Template
- RACI Matrix Template
- Risk Management Template
- Communication Plan Template

Sub Section 7.2

Implementation Plan

Structured implementation planning is essential for effective delivery of the approved policy. The implementation plan serves as a roadmap to ensure successful deployment of the policy and achieve the desired objectives as outlined in the project goals. The key components of the implementation plan include:

Key activities and milestones

- Identify key activities and tasks to implement the policy which can be grouped into sequential phases
- Define measurable and tangible deliverables and outputs for each phase
- Identify milestones across each phase which indicate if the phase is on track towards successful completion

Implementation timeline

- Define the timeline (start and end dates) required to deliver the key activities.

Roles and responsibilities

- Identify the implementing entities, and key decision-makers.
- Assign clear roles and responsibilities to each entity to ensure successful implementation of the policy across each activity or workstream (Please refer to Figure 7.2 for RACI Matrix).

Resource requirements

- Human resources: Define required workforce capacity and the skills needed to implement the policy.
- Financial resources: Identify the capital and operating cost items that are required for implementation of the policy, and the sources of financing.
- Technology / Infrastructure resources: Identify the technology / infrastructure required (if any) for critical success of the policy.

Pre-requisites

- Understand the pre-requisite factors / conditions / activities that might be required before implementing the policy.

The implementation plan must be communicated to all implementing entities and regularly reviewed by all relevant stakeholders to reflect any changes during the delivery of the policy. It is key that the relevant entities sign-off on the implementation plan to ensure seamless implementation of the activities as per schedule.

RACI Matrix can support clearly defining roles and responsibilities across different entities. More details are below.

Figure 7.2: RACI Matrix

Please refer to appendix for Template 16: Implementation Plan Template and Template 17: RACI Matrix Template.

RACI Framework is a project management tool which helps to assign roles and responsibilities amongst multiple stakeholders for a specific deliverable, and supports with ensuring clarity for each activity / task.

- **Responsible (R):** Entities / stakeholders which conduct the activity / task.
- **Accountable (A):** Entities / stakeholders which is answerable for the activity / task.
- **Consulted (C):** Entities / stakeholders which provide input on the activity / task before it is completed.
- **Informed (I):** Entities / stakeholders which might have to be informed on the project progress, or decisions, but not actively contributing.

Please refer to appendix for Template 16: Implementation Plan Template and Template 17: RACI Matrix Template.

Sub Section 7.3

Risk Management

The risks identified in Section 5: Policy Development require a management plan during the policy implementation stage. Risk management is a structured approach to controlling and mitigating identified risks during policy implementation.

A robust risk management framework is critical for successful policy implementation. Figure 7.3 depicts the risk management framework. Elements of risk management include:

Risk identification and assessment:

Identify the potential risks that can arise during policy implementation, assess their likelihood of occurrence, and their potential impact on policy implementation. For further details, please refer to Sub Section 5.8.

Risk prioritization:

Prioritize risk events with a high potential impact and high likelihood of occurrence.

Risk mitigation:

Develop risk mitigation plans to identify and deploy mitigation measures for high priority risk events and assess the potential impact through implementation of the mitigation measures on both the likelihood and impact from the risk event.

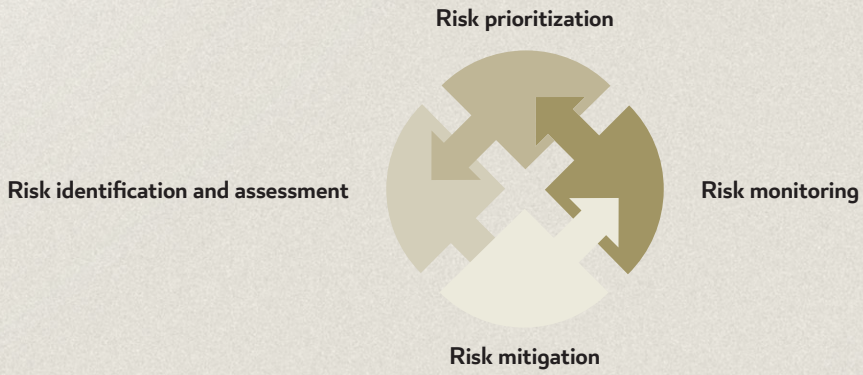
In addition to traditional mitigation strategies, for risks that are difficult to control in terms of probability, such as external shocks (e.g., pandemics, global crises) it is recommended to include resilience tools such as:

- **Stress Testing:** Simulate extreme or unexpected scenarios to evaluate whether the policy can maintain its objectives under adverse conditions.
- **Sensitivity Analysis:** Assess how changes in key assumptions or external variables affect policy outcomes, ensuring adaptability and robustness.

Risk monitoring:

Measure performance of the risk mitigation plan and keep track of internal and external scenarios to identify any emerging risks not previously accounted for.

Figure 7.3: Risk Management Framework



A robust risk management framework is necessary to:

- Enable well-informed decision making
- Anticipate and mitigate risks in-time
- Support policy goals and ensure successful policy implementation
- Ensure policy continuity as planned

Please refer to Figure 7.4 for good practices in managing risks.

Figure 7.4: Good Practices in Managing Risks [50]

- **Anticipate risks early** by applying advanced approaches such as foresight exercises, quantitative forecasting, and other analytical tools.
- **Adopt mitigation measures** to reduce the probability that risks will occur or create negative consequences, and **ensure engagement with stakeholders early** in the risk mitigation process.
- Establish **systems for ongoing risk monitoring and reporting** and ensure that decision-makers have access to timely, accurate information.
- Ensure that **all costs are fully considered and assessed,** including cost of deferring choices to allow further investigation of risks or alternatives.
- **Conduct pilot projects** to test ideas and gather evidence about potential risks, enabling adjustments to reduce exposure or enhance benefits before full-scale implementation.
- **Design policies** with flexibility for uncertainty.
- **Take preventative measures** in case likelihood of a risk event is very low however impact is extremely undesirable.
- **Favor tried-and-tested technologies** if they can substantially lower risk, even if they deliver somewhat fewer benefits compared to cutting-edge but higher-risk options.
- Revisit or modify policy options after risk assessment to **select options which carry less inherent risk or that manage the risks more effectively.**
- In some cases, the risk level may be so high that the most responsible course of action is to **discontinue or reject the proposal.**

Please refer to appendix for Template 18: Risk Management Template.

Sub Section 7.4

Change Management and Communication Plan

Change Management

Public policy initiatives often spark changes within complex systems, where numerous stakeholders may have diverse interests and motivations. Change management provides a structured method for helping individuals and teams transition smoothly toward the desired future state outlined by policy objectives.

The change management process[51] is detailed below:

Step 1: Define rationale for change:

This step involves identifying the rationale for change and the scope of change.

- Which policy area is driving the change?
- What is the extent and impact of change? Table 7.1 mentions the different types of changes
- What might be the magnitude of change?
- When might this change occur?
- What is the objective of conducting the change management process?

Step 2: Form policy change management team

This step involves determining the most appropriate change management setup to support effective policy implementation. The Policy Steering Committee, in coordination with the Policy Sponsor, is responsible for endorsing the appropriate setup, taking into account resource availability (human and financial) and the level of organizational change required. The team could be composed of:

- Change Lead, who leads the team, and takes overall responsibility for success of the change effort.
- Change Champions across different levels and departments to educate others.
- Change Agents, who support in the day-to-day change management process and practical implementation.

Step 3: Identify impacted stakeholders

This step focuses on identifying stakeholders who are impacted by the changes necessitated by the policy.

- Identify key stakeholder groups impacted by change, and how they are impacted by change.
- Understand any concerns, resistance to change, or general perception towards change.

Step 4: Draft change management plan

This involves drafting the change management plan, aligning it with all relevant stakeholders, and implementing the same.

- Include an actionable roadmap outlining the formation of the change management team and the list of activities required for the change management process to be rolled out.
- Include communication plan (detailed next) to share policy intentions, or goals with required stakeholders.
- Design upskilling plan to train the affected stakeholders and develop an understanding of the impacted groups' current and prerequisite levels of skills and knowledge.

Table 7.1: Types of Changes

Change type	Description
Process change	Requires completely new or innovative processes, or significant changes to existing processes
Systems or technology change	Requires implementation / investment of new and innovative systems and technologies
People change	Affects people's employment
Information change	Requires new information generation and / or sharing

Communication Plan

A communication plan is essential to ensure success of policy implementation since it plays a pivotal role in communicating the policy objectives to different stakeholders and spreading awareness amongst the public and international communities.

A best practice communication plan generally includes the following components:

Target Audience

- Who are the target audience groups?
- What is the persona of each group? (i.e., demographic profile, their priorities, motivations, preferences, etc.)

Objectives

- What is the purpose of the communication plan? (e.g., spreading awareness, educating stakeholders, inducing behavioural change, etc.)

Messages

- What would be the content, design, and language of messages delivered to each group?

Messenger

- Who would be the most suitable messenger for the type of content and audience?

Timeline

- When should the communication plan be launched?
- How frequently should the messages be repeated?

Communication channels

- What communication channels would be used for each target group?

Monitoring and review

- How will success be measured?
- How will sentiment be analyzed?

Feedback channels

- How will negative reception and concerns be addressed?
- How will the feedback be incorporated in the communication plan, or any changes in the policies?

While designing a communication plan, it is recommended to follow the following guidelines:

- State purpose of communication plan.
- Tailor messages for each target audience group based on their personas.
- Select diverse and impactful communication channels to effectively reach the target audience.

Please refer to appendix for Template 19: Communication Plan Template.

Sub Section 7.5

Stage Summary and Checklist

POLICY INSTRUMENT IMPLEMENTATION CHECKLIST

Implementation Plan

- Develop implementation plan and include RACI Matrix (if needed)

Risk Management

- Identify and assess risk
- Prioritize risk
- Develop mitigation plan for prioritized risks
- Monitor risks continuously
- Develop risk management document

Change and Communication Plan

- Define rationale for change
- Establish change management team
- Identify impacted stakeholders
- Develop change management plan
- Develop communication plan





SECTION 8

MONITORING AND EVALUATION

Sub Section 8.1

Introduction

Stage Overview and Objectives

Monitoring and evaluation (M&E) are critical components of the policy lifecycle. They provide the evidence needed to ensure that policies are implemented as intended, remain aligned with strategic goals, and generate tangible results. Too often, policies are designed and rolled out without adequate M&E, resulting in inefficiencies, missed objectives, or unintended consequences. To strengthen policymaking, this guide emphasizes the importance of distinguishing between monitoring and evaluation:

- **Monitoring** involves the regular and systematic tracking of policy implementation. It assesses whether the policy is progressing on schedule, within budget, and in alignment with predefined targets and objectives.
- **Evaluation** is a structured and objective assessment of policy outcomes. It determines the extent to which the policy has achieved its intended effectiveness, efficiency, impact, sustainability, and relevance.

Figure 8.1 illustrates the key differences between policy monitoring and evaluation.

Figure 8.1: Difference between monitoring and evaluation

Monitoring	Evaluation
Monitoring is focused on tracking the implementation of the policy instrument by continuously collecting data on inputs, activities, and outputs of the policy instrument. Monitoring answers the following questions: • Is the policy instrument being implemented as designed and intended? • Is the policy instrument being implemented as per implementation schedule? • Is the policy instrument implemented within the cost estimates?	Evaluation builds on the monitoring data and aims to understand if the policy has been successful in achieving its desired objectives, measured at regular intervals. Evaluation answers the following questions: • Has the policy instrument been able to achieve its desired goals? (outcomes at the beneficiary level and impacts at the national level) • Did the policy instrument implementation lead to any negative or positive spillovers? • Has the policy instrument been cost-effective, or delivered value for money?

Key Activities (illustrated in the figure 8.2)

The following steps will be completed as part of this stage:

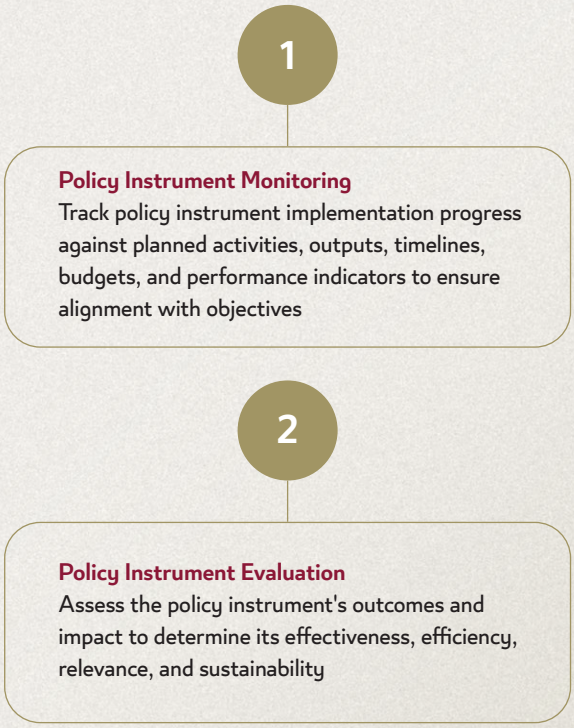
Monitor implementation

- Track policy instrument implementation progress against planned activities, outputs, timelines, budgets, and performance indicators to ensure alignment with objectives.

Evaluate the policy instrument

- Assess the policy instrument's outcomes and impact to determine its effectiveness, efficiency, relevance, and sustainability.

Figure 8.2: Key Activities in Monitoring and Evaluation



Stage Duration

This stage takes as long as the policy is being implemented or for the duration of the evaluation period for decision-making. It is important to note that monitoring is a continuous process that occurs throughout policy implementation.

The duration of evaluation depends on the type and complexity of the analysis being conducted. For example:

- Process evaluations may be completed relatively quickly, depending on the scope.
- Impact and economic evaluations typically require more time, often at least a year, due to their depth and analytical rigor.

Relevant Frameworks, Tools and Templates

Frameworks

- Logic Model

A Logic Model visually depicts how an intervention or policy is expected to work by linking inputs, activities, outputs, and outcomes (both short-term and long-term). A logic model is very similar to TOC, however, is used specifically for tracking implementation progress and effectiveness of policies.

Tools

- Rapid Impact Assessment Tool
- Value for Money Tool

Templates

- Monitoring Report Template
- Project Evaluation Template

Sub Section 8.2

Monitoring Implementation

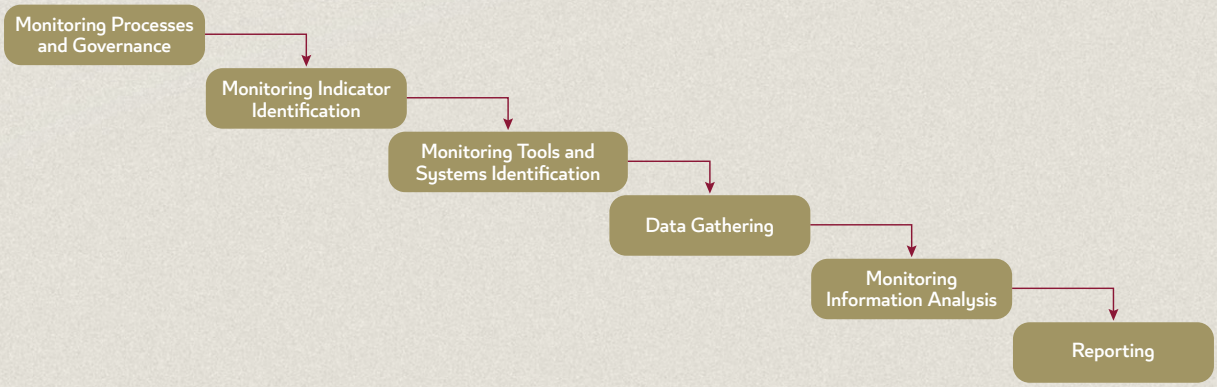
Monitoring the implementation of policy instruments involves systematic gathering, analysis, and reporting of information based on indicators and targets outlined in the policy's Logic Frame and implementation plan. This step ensures that implementation remains on track and provides early signals for course correction if needed.

Note: Once a policy has been formally adopted, the Theory of Change (TOC) framework should progressively transition into a Logic Frame to define and refine implementation indicators. This transition ensures that the strategic intent captured in the TOC is translated into clear, measurable indicators that guide effective monitoring during implementation.

The monitoring process includes the following sub-steps (as illustrated in Figure 8.3)

1. Monitoring Processes & Governance
2. Monitoring Indicator Identification
3. Monitoring Tools and Systems Identification
4. Data Gathering
5. Monitoring Information Analysis
6. Reporting

Figure 8.3: Sub-steps in monitoring process



Monitoring Processes and Governance

The setup may involve a dedicated monitoring team, integration within the original policy development unit, or the use of existing monitoring and evaluation functions, depending on the policy's scope, complexity, and risk profile.

The appropriate monitoring setup should be endorsed through the policy's governance arrangements, considering institutional capacity and resource availability.

The governance model should clearly define:

- **Roles and Responsibilities** – Clarify who is responsible for data collection, analysis, reporting, and oversight. Teams can also utilize RACI Matrix (detailed in Sub-Section 7.2: Implementation Plan), and the template can be found in the Appendix.
- **Processes** – Outline necessary processes e.g., monitoring data collection processes, procedures for escalating issues requiring higher-level intervention, etc.
- **Reporting Frequency** – Determine how often monitoring reports will be produced and shared.
- **Stakeholder Engagement Protocols** – Define how stakeholders will be involved, including feedback mechanisms.
- **Independence or Oversight** – Ensure monitoring processes are subject to independent verification or external review (e.g., audit committees, third-party assessments), if needed, to strengthen credibility, transparency, and public trust.

Monitoring Indicator Identification

Monitoring indicators are the backbone of an effective monitoring system. They provide measurable evidence of whether a policy is being implemented as planned and whether it is progressing toward its intended outcomes. The process of identifying monitoring indicators involves several key considerations:

1. Align with Policy Objectives

Indicators should directly reflect the goals and outcomes outlined in the policy's TOC and implementation plan. Each major activity or output should have at least one corresponding indicator. TOC is detailed in sub-section 5.6, and the template can be found in the Appendix.

2. Define the Purpose of Monitoring and Success Metrics

Clarify what the monitoring is intended to track. Common monitoring objectives include:

- Checking whether activities are implemented as planned and on schedule.
- Verifying delivery within the allocated budget.
- Assessing whether resources are used efficiently.
- Tracking whether outputs are being produced as expected.
- Identifying early signals of progress toward desired outcomes.

3. Identify Information Needs

Determine who needs the monitoring data (e.g., policymakers, implementers, funders) and how frequently they need it based on monitoring processes defined above. This ensures that indicators are relevant, and reporting is timely.

Monitoring Tools and Systems Identification

Once the monitoring indicators are finalized, it is essential to select the appropriate tools and systems to track them effectively. The choice of tools should be guided by the following factors:

- **The type of indicator being tracked:** Quantitative vs. qualitative, input vs. outcome, etc.
- **The target audience:** Internal teams, decision-makers, external stakeholders, or the public.
- **Frequency of reporting:** Real-time, monthly, quarterly, or annual updates.
- **Level of detail required:** High-level summaries vs. granular operational data.

Monitoring tools can generally be categorized into three main types[52]

- **Implementation Tracking Tools:** Track implementation status, timelines, and resource utilization. Examples: dashboards, administrative data, Gantt charts, project trackers.
- **Results Verification Tools:** Confirm the accuracy and credibility of reported results examples: Audits, field visits, third-party evaluations.
- **Stakeholder Validation Tools:** Engage stakeholders and beneficiaries to validate progress and provide feedback examples: Surveys, focus groups, community scorecards.

Selecting the right mix of tools ensures that monitoring is both rigorous and responsive to the needs of different users.

NPC's RIA tool can be applied both pre-implementation, as mentioned previously, and post-implementation of a policy to first anticipate likely impacts and identify potential risks, and later to assess if the policy met its desired targets. It also assesses the direct benefit of interventions vs their contribution to bigger national goals and identifies any unintended consequences. The Value for Money (VFM) tool checks for cost-effectiveness and compares costs and benefits. More details on the tools can be found in the Supplementary Guidance to the Guide.

Data Gathering

Once indicators are defined and tools are selected, the next step is to initiate data collection. This involves clearly outlining the following elements:

- **Data Type:** Specify whether the data to be collected is quantitative, qualitative, or a combination of both.
- **Data Source:** Identify the origin of the data, such as administrative records, surveys, interviews, or field observations.
- **Data Quality Standards**: Define criteria for accuracy, reliability, completeness, consistency, and timeliness to ensure credibility.
- **Data Collection Methods:** Outline the techniques to be used, such as online forms, mobile applications, automated systems, or manual entry.
- **Data Collection Frequency:** Determine how often data will be collected (e.g., weekly, monthly, or quarterly) to balance timeliness with resource efficiency.

To ensure high-quality data collection, refer to Figure 8.4 for key guidelines and best practices.



Figure 8.4: Key guidelines and best practices in data gathering

Best practices in data gathering

- Ensure indicators are SMART KPIs (Framework can be found in Sub-Section 5.6)
- Choose mix of data collection methods (i.e., use both qualitative and quantitative approaches) to validate findings and provide richer insights
- Establish guidelines to ensure comparability, consistency and reliability of data collected
- Validate data at the point of entry
- Apply the two-eyes principle which requires at least two reviewers to cross-check critical data entries to reduce human error
- Track incomplete or missing records, and implement controls to minimize data gaps
- Use audits, triangulation, and spot-checks to identify and correct errors

When designing impact measurement indicators, we recommend ensuring the following criteria are met:

- **Validity:** The indicator truly measures the intended outcome and not something else by mistake, ensuring inference accuracy.
- **Reliability:** The indicator is stable, yielding similar results if the measurement is repeated under the same conditions, ensuring data is not due to chance or random errors.
- **Sensitivity:** The indicator can detect and respond to changes in reality; if performance improves or declines, this should be clearly and quickly reflected in the indicator.
- **Simplicity:** The indicator should be easy for decision-makers and the public to understand and interpret, avoiding mathematical or methodological complexity that could cause misinterpretation.
- **Affordability:** The cost of collecting and analyzing data should be balanced with the benefit; obtaining the information should not require excessive financial or human resources beyond its value.
- **Frequency:** Specify the time intervals for data collection (monthly, quarterly, annually) according to the policy's nature, ensuring timely information for decision-making.
- **Baseline Data Availability:** ensure availability of reliable baseline data to track changes before and after the adoption of a certain policy instrument.
- **Clear Targets and Timelines:** Set specific numerical values to be achieved within certain periods, allowing assessment of whether the policy is on track to achieve its ultimate goals.

Monitoring Information Analysis

Once data is collected, it must be systematically analyzed to assess policy implementation progress and identify any deviations from planned targets. This step transforms raw data into actionable insights that support timely decision-making and continuous improvement.

Key activities include:

- **Data Cleaning and Validation:** Ensure accuracy, consistency, and completeness of the collected data.
- **Trend and Variance Analysis:** Compare actual performance against targets to identify patterns, gaps, or emerging issues.
- **Disaggregation and subgroup analysis:** Break down data by relevant dimensions (e.g., region, gender, age group) to uncover the root causes.
- **Benchmarking and comparative analysis:** Contrast results against baselines, historical data, or peer benchmarks to provide context.
- **Interpretation and policy translation:** Translate findings into meaningful conclusions that inform policy adjustments or operational improvements. More details on policy refinement can be found in the next section.
- **Visualization and communication:** Present results through clear dashboards, charts, and narratives to ensure insights are accessible to decision-makers and stakeholders.

Effective analysis enables stakeholders to understand not just what is happening, but also why it is happening, and what should be done in response.

Reporting

Effective reporting ensures that monitoring insights are communicated clearly and used appropriately. Reporting generally includes implementation progress of key activities, status of budget spending, and status of targets associated with the policy. Key considerations include:

- **Stakeholder Identification:** Who needs to receive the reports?
- **Preferred Communication Channels:** What are their preferred communication channels? (e.g. Email, dashboards, presentations, etc.)
- **Report Format:** What format will be most effective for communicating the findings? (e.g. visual summaries, detailed narratives, or data tables).
- **Reporting Frequency:** How frequently do different stakeholders need to receive updates?
- **Intended Use:** What decisions or actions will be informed by the report?

Please refer to appendix for Template 20: Monitoring Reporting Template.

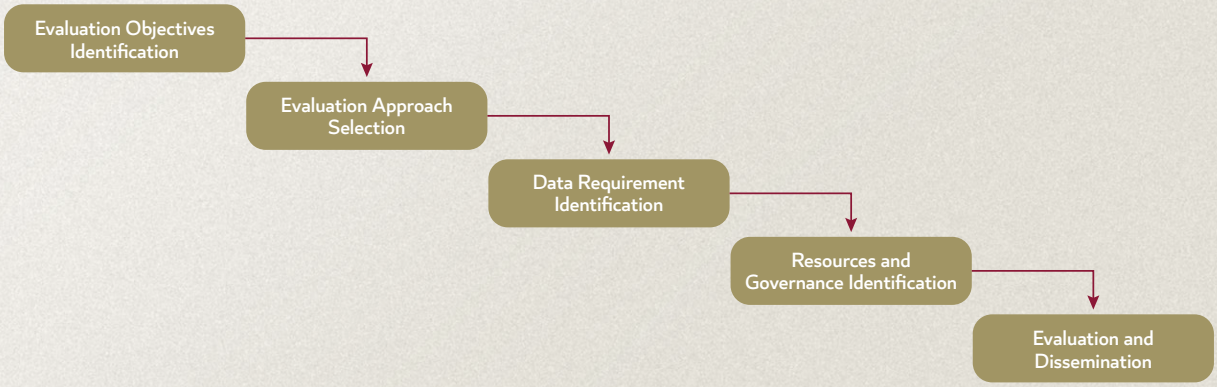
Sub Section 8.3

Policy Instrument Evaluation

Policy evaluation is a critical phase in the policy cycle, conducted after implementation to assess the effectiveness, efficiency, impact, sustainability, and relevance of a policy. These are ex-post assessments which complement monitoring and track progress during implementation. There are five sub steps of policy evaluation (illustrated in figure 8.5):

1. Evaluation Objectives Identification
2. Evaluation Approach Selection
3. Data Requirement Identification
4. Resources and Governance Identification
5. Evaluation and Dissemination

Figure 8.5: Sub-steps in evaluation process



Evaluation Objectives Identification

It is important to understand why the evaluation is being conducted. These may include:

- Assessing policy implementation and delivery
- Determining whether intended results were achieved
- Evaluating efficiency (i.e., comparing costs, benefits, and VfM)
- Informing future policy design
- Ensuring accountability and transparency with stakeholders and the public
- Supporting learning and adaptation

To enhance the effectiveness of policy evaluation, it is recommended to establish clear thresholds for performance indicators, drawing on both historical data and forward-looking scenario analyses. These thresholds should delineate acceptable and unacceptable ranges of outcomes, enabling objective assessment of policy performance. The specific threshold values will depend on the scope of the policy and its contextual factors, ensuring relevance and accuracy in measurement. When any indicator exceeds its predefined threshold, automated scenario-based responses should be triggered, activating early warning systems and facilitating immediate, evidence-based decision-making. For example, if a policy indicator such as youth unemployment rate rises above a set threshold based on historical averages and future projections, an early warning system could automatically prompt targeted interventions, such as accelerated job placement programs

or emergency stakeholder consultations. This proactive approach ensures that emerging risks or deviations are promptly identified and addressed, supporting adaptive policy management and safeguarding the achievement of intended outcomes.

Evaluation Approach Selection

At this point, a decision must be made on which evaluation approach to use. The selected method should align with the evaluation objectives, policy complexity, available data, and required level of rigor. Common approaches include:

1. Process Evaluation

This method is used to assess how the policy was implemented and operated, and to identify factors that supported or hindered its effectiveness. Typically, this is used during or shortly after implementation, especially for new or complex policies where understanding delivery mechanisms is essential.

This is used to help answer the following questions:

- Was the policy implemented as intended?
- Were the target groups reached effectively?
- What operational challenges were encountered?
- How did the delivery mechanisms align with the policy design?

It typically involves these data collection methods:

- Content analysis of policy documents and materials
- Monitoring reports
- Stakeholder interviews
- Surveys and structured questionnaires
- Systematic social observations

2. Impact Evaluation

This method is used to determine whether the policy achieved its intended outcomes and impacts, and to what extent these changes can be attributed to the policy itself. Typically used after implementation, especially for policies that are innovative, resource-intensive, or strategically significant. Impact evaluation supports evidence-based decisions on whether a policy should be continued, adapted, scaled, or discontinued based on its performance and relevance.

This is used to help answer the following questions:

- What were the intended and unintended impacts of the policy?
- How significant were the changes compared to the status quo?
- To what extent can the observed changes be attributed to the policy?
- Should the policy be continued, adapted, scaled, or discontinued?

Common methods used for impact evaluation

1. **Randomized Controlled Trials (RCTs):** Experimental studies in which participants (individuals, schools, communities, etc.) are randomly assigned to either a treatment group (which receives the intervention), or a control (which doesn't receive the intervention); this minimizes bias and provides strong causal evidence. For example, testing whether providing meals at schools would increase attendance by comparing treatment schools with control schools that don't receive meals.

2. **Quasi-Experimental Designs (QEDs):** Approaches that seek to establish a cause-and-effect relationship between variables without the use of random assignments to treatment and control groups. Common QEDs include Difference-in-Difference (DiD) which compares changes over time between groups exposed to a policy and those not exposed, and Propensity Score Matching (PSM) which matches participants in treatment and comparison groups with similar characteristics. For example, to test the effect of a new traffic law in the country, researchers might compare accident rates before and after the law, and also against a neighboring country or region without the law.

3. **Longitudinal analysis:** Uses data that track the same individuals, groups, or units over time to observe changes, trends, and long-term outcomes. For example, following a cohort of Qatari students from grade 1 to grade 12 to analyze how family background influences long-term academic performance.

4. **Counterfactual analysis:** The conceptual foundation of impact evaluation, which asks what would have happened in the absence of an intervention or policy, i.e., the "what if" scenario. It's central to causal inference: the difference between the observed outcome (with intervention) and the counterfactual outcome (without intervention) is the impact of the intervention. Methods like RCTs, DiD, and PSM are all tools for constructing credible counterfactuals. For example, to evaluate a scholarship program, counterfactual analysis asks: "What would students' enrollment and graduation rates have been if they had not received the scholarship?"

5. **Economy-wide impact assessment:** Examines indirect and spillover effects of large-scale policies across sectors and regions, often using modelling approaches such as Input-Output (IO) analysis or Computable General Equilibrium (CGE) models.

3. Economic Evaluation

This method is used to assess whether the benefits of the policy outweigh its costs, and to evaluate its overall VfM. It is typically used for large-scale or high-cost policies where financial justification is critical.

This is used to help answer the following questions:

- What are the total costs and benefits of the policy?
- How are costs and benefits distributed?
- Are the benefits sufficient to justify the investment?
- How does the policy compare to alternative uses of resources?
- How do socioeconomic benefits compare to economic impacts?
- What is the social and/or economic return on investment?

It typically involves these common approaches:

- **Cost-Benefit Analysis (CBA):** Compares total expected benefits with total estimated costs, expressed in monetary value. More details on costs and benefits can be found in Sub-Section 5.8.
- **Cost-Effectiveness Analysis (CEA):** Compares options to determine which achieves a given outcome at the lowest cost, without requiring all impacts to be monetized.
- **Return on Investment (ROI):** A ratio that measures the financial return relative to the cost of an investment, useful for communication with decision-makers.
- **Valuation of non-market impacts:** Uses techniques such as willingness-to-pay/accept and contingent valuation to monetize benefits not priced in markets (e.g., health, environment, well-being). More details on this can be found in sub-section 5.8.
- **Sensitivity and Scenario Analysis:** Tests how results change under alternative assumptions to assess robustness.

Data Requirement Identification

Evaluations rely on many of the same data elements as monitoring but typically require a higher standard of rigor. In addition to routine monitoring data, evaluators should specify:

- **Baseline and comparison data:** Information collected before implementation, or from control/comparison groups, to assess change over time.
- **Disaggregated data:** Breakdowns by region, demographic group, or sector to capture differential impacts.
- **Data quality assurance:** Stronger protocols for verification, triangulation, and independence to ensure credibility.
- **Frequency and timing:** Strategic data collection points aligned with evaluation milestones (e.g., mid-term, endline, post-implementation).
- **Responsibility and independence:** Clear designation of who collects and verifies data, with external reviewers or auditors where appropriate.

Resources and Governance Identification

Once the evaluation approach and data requirements are defined, the necessary resources and governance structures must be established. Key considerations include:

- **Financial Resources:** Budget needed to support data collection, analysis, and reporting activities.
- **Human Resources:** Internal staff or external experts (e.g., evaluators, analysts, researchers) with the necessary skills and experience.
- **Technical Resources:** Tools, systems, and software required for data management, analysis, and visualization.
- **Time:** Adequate time allocation for planning, execution, and review of the evaluation process.
- **Independence and oversight:** Mechanisms such as steering committees, peer review, or third-party validation to safeguard objectivity.

These resource requirements may be higher in the case of:

- Complex or large-scale policies
- High-risk or politically sensitive policies
- Evaluations requiring primary data collection
- Impact or economic evaluations that demand rigorous methodologies or counterfactual analysis
- Policies with high public visibility or strategic importance

Evaluation Execution

At this stage, the evaluation is initiated and delivered according to the agreed plan. An early decision should be made on whether the evaluation will be conducted internally or commissioned externally, balancing independence, expertise, and cost. To ensure credibility:

- **Independence and objectivity** should be safeguarded through external oversight or third-party review.
- **Quality assurance mechanisms** (peer review, methodological validation) should be built into the process.
- **Stakeholder engagement** can be integrated through interim feedback sessions or validation workshops.

Dissemination of Findings

Unlike monitoring reports, which provide regular progress updates, evaluation findings are typically shared at key decision points. Effective dissemination should:

- **Target strategic audiences** (e.g., policymakers, funders, the public) with tailored outputs.
- **Align release with decision-making cycles** to maximize uptake.
- **Translate results into actionable lessons** that inform future policy design, resource allocation, or program adjustments.

Ensure accountability and transparency by making findings publicly available where appropriate.

Please refer to the appendix for Template 21: Evaluation Report

Sub Section 8.4

Stage Summary and Checklist

MONITORING AND EVALUATION CHECKLIST

Policy Monitoring

- Define the monitoring governance model
- Identify monitoring indicators
- Select appropriate monitoring tools and systems
- Collect relevant data
- Conduct data analysis
- Report monitoring findings to stakeholders
- Develop monitoring report

Policy Evaluation

- Define evaluation objectives
- Select the appropriate evaluation approach
- Identify data requirements
- Determine required resources and governance structures
- Execute the evaluation
- Disseminate evaluation findings through Evaluation Report

SECTION 9

POLICY INSTRUMENT REFINEMENT

Sub Section 9.1

Introduction

Stage Overview and Objectives

Policy refinement is the process of improving and optimizing existing policies to ensure they remain effective, relevant, and aligned with the national goals. Policy refinement is the last stage of the policy lifecycle, which takes input from the monitoring and evaluation stage to review, continue, update policies or identify needs for new policies, or terminate policies, all of which feed directly into the policy roadmap and analysis stage.

Key Activities

The main activities under this stage include extracting policy insights and recommendations from the Monitoring and Evaluation reports, providing advice to the relevant stakeholders on policy action, and implementing the revisions based on stakeholder consultation and approval. The process of refining and updating existing policies ensures they reflect the most up-to-date information, and remain effective. It also ensures discontinuation of policies that have proven to be ineffective or that provide little value for money.

Stage Duration

This stage can range between 3-4 weeks to 10-12 weeks depending on the inputs from monitoring and evaluation, the scale of refinement required, and the number of stakeholders consulted.

Relevant Frameworks, Tools and Templates

Templates

- Policy Quality Checklist

Sub Section 9.2

Policy Refinement

Identification of policies due for review

Regular review of evaluation reports developed as part of Section 8: Monitoring and Evaluation may necessitate the need to initiate policy refinement cycle, and support in understanding why a policy refinement might be required. These might include:

- **Failure to meet targets:** The policy fails to meet its target KPIs, or implementation timelines, or key milestones. It might be important to set thresholds for KPIs to initiate policy refinement process.
- **Unintended negative externalities:** The policy has led to unintended negative consequences for indirect or direct beneficiaries, or created a new risk.
- **Negative feedback from stakeholders:** Based on stakeholder surveys, feedback indicates that the policy is ineffective, burdensome or unclear.
- **Implementation barriers:** Unforeseen barriers to implementation from financial, human resources.
- **Behavioural blockers:** individual, community, or institutional behaviors that impacted uptake, delivery, or reception or perception of the policy, thereby undermining its effectiveness (e.g. lack of uptake of childcare services due to negative parental attitudes toward outsourcing childcare to individuals outside the family before the child reaches the age of 3).

Beyond triggers that emerge from review of monitoring and evaluation reports, policy refinement process might also be initiated due to:

- Strategy refresh cycles e.g., the current NDS cycle extends until 2030; government entities' sector strategies
- Requests from senior government executives
- International commitments or obligations
- Changes in the external landscape (political, technological, economic, legal)
- Changes in national aspirations

Please refer to Template 1: Policy Quality Checklist in the appendix

Policy refinement checklist

After identifying why policy refinement is required, it is important to conduct a thorough review of the existing policies and answer:

- Why has the policy not performed, or faced challenges, if any?
- What might be internal factors (e.g., unclear roles, ill judgement in implementation planning), or external factors (e.g., market shifts, political changes) that might be impacting the policy performance?
- Has the policy been underperforming consistently since implementation or is it a one-off occurrence?

Is the policy relevant and still aligned with:

- International commitments
- National strategies and aspirations
- Legal regulatory frameworks

What might be the area of concern highlighted by stakeholders, and what are their interests for the future?

Undertake policy refinement

The process of policy refinement mainly involves the following steps:

- Identify gaps in the existing policy
- Engage with stakeholders to understand aspirations in the revised policy
- Draft the revised policy accounting for the stakeholder feedback, and address identified gaps
- Update the impact analysis (if required)
- Update the monitoring and evaluation plan

Sub Section 9.3

Stage Summary and Checklist

POLICY INSTRUMENT REFINEMENT CHECKLIST

Policy Refinement

- Identify policies due for review / refinement
- Go through the policy refinement checklist
- Undertake policy refinement
- Complete the Policy Instrument Quality Checklist (if required)

SECTION 10

CONCLUSION

This Public Policy Guide aims to provide a structured and streamlined approach to designing, assessing, and implementing public policies that are evidence-based, transparent, and aligned with the country's national ambitions, and can be adapted to suit different needs across sectors. By embedding rigorous policy analysis, proactive risk management, and inclusive stakeholder engagement, government agencies can strengthen policy effectiveness and ensure that interventions deliver lasting social and economic benefits.

However, even with best practices in place, not all well-designed policies will achieve their intended results. Policies can fall short for many reasons—changing social or economic conditions, limited resources, implementation challenges, or unforeseen external shocks such as political conflict, trade wars, technological disruptions, environmental disasters, etc. To address these uncertainties, it is essential that policy makers systematically embed advanced technologies, employ innovative approaches such as policy prototyping, and develop adaptive policy designs to strengthen the resilience and responsiveness of their governance systems. Equally important is the institutionalization of capacity building across government and stakeholder networks, ensuring that the necessary skills, tools, and knowledge are continuously developed and sustained.

In summary, a consistent emphasis on innovation, accountability, and adaptability will enable policymakers to respond to emerging challenges while safeguarding national priorities and enhancing the well-being of all who live and work in the country.





SECTION 11

APPENDIX

Appendix 1:

Glossary

Term	Definition
Adaptive Policy Evaluation	Once implemented, policies can also follow an adaptive approach where near real-time data, or real-time data can enable iterative cycles of monitoring, evaluation, and refinement.
Artificial Intelligence	AI refers to the capability of computer systems to perform tasks that normally require human intelligence, such as recognizing patterns, making decisions, or understanding language, based on analysis of datasets.
Behavioural Insights / Science	Behavioural insights, or science aims to understand people's behaviors, preferences, opinions, and identify effective ways of promoting positive outcomes by addressing drivers of human decision-making. This includes techniques such as nudges, sludges, choice architecture, and design-thinking.
Change Management	Change management provides a structured method for helping individuals and teams transition smoothly toward the desired future state outlined by policy objectives.
Cost-Benefit Analysis (CBA)	A systematic approach to compare the expected costs and benefits of a policy to determine whether the benefits outweigh the costs.
Counterfactual Analysis	The conceptual foundation of impact evaluation, which asks what would have happened in the absence of an intervention or policy, i.e., the "what if" scenario. It's central to causal inference: the difference between the observed outcome (with intervention) and the counterfactual outcome (without intervention) is the impact of the intervention.
Cross-sector / systemic Policies	Systemic policies are cross-sectoral, integrated, and adopt a whole-of-government approach spanning multiple sectors, fostering collaboration, and addressing systemic interconnections.
Evaluation	Evaluation is a structured and objective assessment of policy outcomes. It determines the extent to which the policy has achieved its intended effectiveness, efficiency, impact, sustainability, and relevance. The different approaches include process evaluation, impact evaluation, and economic evaluation.
Evidence-backed policy design	Evidence-backed policy design ensures design of policies are based on well-informed decisions emerging from analysis of best available data (quantitative, qualitative, or both).
Externalities	The unintended side effects (or spillovers) of a policy that affect others who are not directly involved, which can be either positive (benefits) or negative (costs).
Forecasting	Forecasting is a method that uses historical data and trends to project likely future developments. It is useful for identifying expected trajectories in areas such as demographics, technology, or economic growth. Forecasting can be either quantitative or qualitative depending on the availability of data.
GenAI (Generative Artificial Intelligence)	AI systems that create new content (text, images, audio, code, etc.) by learning from large datasets, enabling human-like creativity, and problem-solving.
Legislation	Legislation is the collective term for laws, regulations, and rules which create legal authority, rights, and obligations that must be complied with The Amir of Qatar, ratifies the proposed law after the Shura Council provides legislative endorsement.
Longitudinal Analysis	Uses data that tracks the same individuals, groups, or units over time to observe changes, trends, and long-term outcomes.
Monitoring	Monitoring involves the regular and systematic tracking of policy implementation. It assesses whether the policy is progressing on schedule, within budget, and in alignment with predefined targets and objectives.
Net Present Value (NPV)	NPV is a financial metric that is calculated as the difference between the sum of discounted benefits and the sum of discounted costs. It helps compare options by accounting for the time value of money - ensuring future costs and benefits are appropriately weighted.

OECD[53]	The Organization for Economic Co-operation and Development (OECD), founded in 1961, is an international organization of 38 countries that is a hub for data, analysis, and best practices in public policy.
Open Data	Data that is freely available for anyone to access, use, modify, and share without restrictions, typically to promote transparency, innovation, and collaboration
Participatory Policymaking	Participatory policymaking focuses on user-centered policy design through the adoption of a co-creation approach, which involves citizens, non-government stakeholders, beyond the required government stakeholders
Policy / Regulatory Sandbox	A regulatory sandbox is a controlled environment where businesses, especially startups or innovators, can test new products, services, or business models with real customers under the supervision of a regulator—but without meeting all the usual regulatory requirements right away
Policy Cycle	Policy cycle is a six-stage process to develop, implement, evaluate, and refine policies. This includes roadmap & analysis, development, approval, implementation, monitoring & evaluation, and refinement of the policies
Policy Instrument	Policy Instruments are concrete tools that are implemented to achieve strategic goals articulated in the policy statement. Policy instruments operationalize strategic goals into actions that can be implemented by the government. They are usually of three types: regulatory/ rule-based, programmatic, economic incentives / disincentives
Policy Prototyping	Policies are tested and iterated through an approach called "Policy prototyping" before full-scale implementation which ensures that policymaking is agile
Policy simulation and gaming	Policies are increasingly being simulated in virtual, real-world scenarios based on extensive data sets and algorithms to test and refine the impact of policies on stakeholders before full-scale implementation
Policy Statement	Policy Statements are high-level declarations of intent, goals, or aspirations that guide a government's long-term direction. They are often found in Qatar Vision 2030, the National Development Strategies (i.e., NDS 1 2011-16, NDS 2 2018-22, NDS 2024-30), and sectoral strategies (e.g., National Food Security Strategy 2030, Qatar National Manufacturing Strategy)
Policy Triggers	Policy triggers are events, or conditions, or factors, that necessitate the need for a new policy and act as catalysts for change. Policy triggers can be classified as internal or external based on the origination source. This could include leadership direction, strategic priorities, public concerns, etc.
Quasi-Experimental Designs (QEDs)	Approaches that seek to establish a cause-and-effect relationship between variables without the use of random assignments to treatment and control groups
Randomized Controlled Trials	Experimental studies in which participants (individuals, schools, communities, etc.) are randomly assigned to either a treatment group (which receives the intervention), or a control (which doesn't receive the intervention); this minimizes bias and provides strong causal evidence
Risk	Risk is the possibility of an event or action leading to negative consequences, such as harm, loss, or failure to achieve objectives
Scenario Planning	Involves constructing multiple plausible future scenarios—based on uncertainties, risks, and emerging trends—to test how different policy options might perform under varying conditions
Strategic Foresight	Strategic foresight is a structured and systematic approach of exploring plausible futures to anticipate and better prepare for change (OECD Definition)
Target Setting	Target Setting is an approach which aims to set indicators, or objectives, for policies, initiatives, or interventions, that an entity aims to achieve over a set period
Theory of Change (ToC)	TOC is a framework commonly adopted in policymaking to highlight the logical journey of intervention, from implementation of activities up to the long-term impacts on society. ToC sets out the causal logic of how a policy is expected to achieve its objectives. It shifts the focus from inputs and activities to outputs, outcomes, and long-term impacts, helping stakeholders understand how change will happen and what success looks like

Appendix 2

Emerging Trends in Public Policy

Public policymaking landscape today is characterized by the rapid pace of technological leaps and the complex global challenges that are coupled with societal behavior shifts. For the country, this represents an opportunity to adopt new transformative approaches in policymaking to ensure its processes and frameworks are robust, proactive and resilient to future changes. The emerging trends in policymaking include:

GenAI: The country has seen a 194% year-over-year increase in Generative AI (GenAI) enrollments between 2024 and 2025[54]. The motivation to use GenAI in policymaking is fueled by its capacity to improve process efficiency and support in evidence-based decision making. Governments can use GenAI across all the stages in the policy cycle, such as:

- Identify emerging trends and patterns based on historical datasets and real-time data
- Test alternative policy models
- Sense citizen sentiment toward launched policies
- Draft policies

Policy prototyping and adaptive policy evaluation: Policies are tested, iterated through an approach called "policy prototyping" before full-scale implementation, which ensures policymaking is agile. Once implemented, policies can also follow an adaptive approach where near real-time or real-time data can enable iterative cycles of monitoring, evaluation and refinement.

- Policy or regulatory sandboxes are now widely adopted by governments to test and refine new regulations, especially when dealing with fast-moving technologies, new markets, or emerging risks. A regulatory sandbox is a controlled environment where businesses, especially startups or innovators, can test new products, services, or business models with real customers under the supervision of a regulator- but without meeting all the usual regulatory requirements right away.
- The FCA Sandbox in the UK is a successful example of a regulatory sandbox in the financial sector. One of the cohorts led to regulatory amendments that allow portable, electronic identity (eID) in the financial services industry. This resulted in updates to anti-money laundering regulations that allow financial institutions to use customers' eID.[55]

Participatory policymaking: Focus on user-centered policy design through adoption of a co-creation and participatory policymaking approach which involves citizens, non-government stakeholders beyond the required government stakeholders through:

- Use of digital participation platforms for citizens to provide input on emerging policies
- Increase in citizen consultations, surveys or focus groups
- Community labs that involve grassroots and bottom-up formulation and testing of policy ideas originating from the community for the community

Policy simulation and gaming: Policies are increasingly being simulated in virtual, real-world scenarios based on extensive data sets and algorithms to test and refine the impact of policies on stakeholders before full-scale implementation.

Evidence-based policy making: Use of high-quality data and advanced analytics ensures that policies are grounded in evidence which increases transparency and strengthens accountability in policymaking

- Open data is a key initiative that promotes accountability, transparency and citizen participation. The open data platform is a national hub for open data, insights and interactive tools and includes over 1,000 datasets.[56] For more details on data collection and availability in the country, please refer to "Evidence Sources in Qatar" under sub-section 5.2.

Strategic foresight: Policymaking is increasingly adopting the use of strategic foresight techniques of horizon scanning, scenario planning, and trends analysis, amongst others, to ensure that policies are forward-looking ensuring anticipation of emerging risks and opportunities, and ensuring policies remain resilient and future-ready.[57] Supplements to the Public Policy Guide will detail use of such techniques.

Behavioural insights and human-centered design: Interdisciplinary behavioural science research and techniques such as nudges, sludges, choice architecture, and design-thinking, aim at placing the citizen (or target stakeholder) at the center of policy design ensuring effective implementation and success of the policy[58]. They aim to understand people's behaviors, preferences, opinions, and identify effective ways of promoting positive outcomes by addressing drivers of human decision-making. Behavioural science is most effective when used to complement structural reform, ensuring pre-requisite mindset, culture, and behavior change necessary for the success and sustainability of structural policies. The box details examples of the application of behavioural science in different sectors.[59]

Examples from Center of Government and specific sectors:

- The Supreme Committee for Delivery and Legacy pioneered one of the first behavioural insights unit (BI) in the region, B4Development, a temporary BI Unit that was set up to apply behavioural science techniques to initiatives (e.g., during FIFA World Cup 2022, they used nudges to promote healthy food choices in the stadiums).
- The Civil Service and Government Development Bureau (CGB) has a BI unit that leverages BI to improve outcomes for civil servants.
- The National Planning Council's Future Foresight and National Visions Center has a Scientific and Behavioural Nudging Lab that focuses on national and cross-sectoral policies.

- **Cross-sectoral and systemic policies:** Today's challenges generally require systemic policies that are cross sectoral, integrated and adopt a whole-of-government approach spanning multiple sectors, fostering collaboration, and addressing systemic interconnections (e.g. ensuring alignment between regulations for health and safety standards of private schools from the Ministry of Public Health and the licensing requirements imposed by the Ministry of Education and Higher Education).

Appendix 3

Templates

Template 1: Policy Quality Checklist

Section 1: Filter Questions

Filter Question	Response Options	Applicable Quality Dimensions
What stage of development is the policy you are assessing?	Design completed, not rolled out	1-13
	Early-stage roll-out	1-15
	Mid-stage roll-out	1-16
	Implementation complete	1-16
What purpose does this assessment serve?	Policy approval before roll-out	1-13
	Formative assessment for policy revision/ adaptation during roll-out	1-16
	Summative assessment for review of policy impact after roll-out	1-16

Section 2: Checklist

Quality Dimension	Guiding Questions	Scoring
1. Policy jurisdiction adherence	a. Is this policy within the mandate of the reviewing entity?	0=No 1=Yes
2. Purpose statement of intention	a. To what extent is the problem the policy is addressing well defined?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
	b. To what extent is the goal of the policy well-defined?	
	c. To what extent are the KPIs for the policy well-defined (e.g. SMART KPIs)	
3. Urgency and Relevance	a. To what extent does the policy address a specific, clear, and/or urgent need in the country?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
	b. What percentage of the population does the Policy target?	Insert percentage
	c. To what extent does the absence of the policy pose a great risk to the well-being of the country and/or its population?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
	d. To what extent is the policy aligned with the National Vision?	
4. Policy is evidence-driven	a. To what extent is the policy based on robust and up-to-date data on the policy challenge?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
	b. How well-conducted was the baseline assessment	
	c. To what extent are the sources of data clearly referenced and credible?	
	d. To what extent did benchmarking analysis inform the policy?	
5. The policy has a justified and well-articulated TOC	a. Has the policy TOC been clearly defined?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
	b. Has the TOC indicators been clearly defined?	
6. Policy instruments	a. To what extent was the chosen policy instrument(s) suitable for the challenge it/they were addressing?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
	b. Are the chosen policy instruments aligned to best practices and proven effectiveness?	
	c. Have the policy instruments been adapted to local context and conditions?	

7. Options appraisal	a. Does the policy include thorough appraisal of alternative policy instruments? b. Are the trade-offs, costs and benefits of each option clearly analyzed?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7→ provide evidence or explanation
8. Budgetary Assessment and Costing Framework	a. To what extent does the policy include a clearly defined costing methodology (e.g., assumptions, cost drivers, and estimation approach)?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
9. Impact, scalability, and value for money	a. Has the policy achieved the intended change in outcomes? b. Has the policy impacted the expected number of beneficiaries? c. To what extent have the benefits of the policy outweighed the costs? d. Was a plan developed to scale up the policy to serve national population?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
10. Stakeholder alignment and buy-in	a. Has an appropriate stakeholder engagement plan been developed? b. Have the relevant stakeholders been involved in the following: b.1. Consultation on policy analysis? b.2. Consultation on policy design? b.3. Partnership/buy-in to collaborate in implementation? c. Communication Planning (where applicable): To what extent does the policy include a clear and structured communication plan for relevant stakeholders and beneficiaries? c.1. Have target beneficiaries and stakeholder groups been clearly identified? c.2. Are appropriate communication channels defined (e.g., digital, media, in-person)? c.3. Are the frequency and timing of communications clearly specified across the policy lifecycle? c.4. To what extent is the communication approach tailored to stakeholder needs and policy objectives?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
11. Clarity and articulation	a. Is the policy clearly written and logically structured?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
12. Legal and regulatory alignment	a. To what extent is the policy compliant with relevant laws, regulations and standards? b. To what extent are there any legal risks or barriers?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation

13. Policy coherence	a. To what extent is the policy coherent with other initiatives in the space/sector along the following dimensions: i. Goal: does this policy contribute to the same sector goals as other policies in this space? ii. Content: do(es) the policy instrument(s) align with those used in other sector or complementary initiatives? iii. Sequencing: a. Is the timing of this policy aligned with the rollout of other sector initiatives? b. Does the policy build on previous efforts or prepare the ground for future ones? c. Are there dependencies or prerequisites from other policies that this one assumes or requires? d. Is the policy introduced at a stage that makes sense in the broader policy lifecycle or reform agenda?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
14. Policy Governance	a. To what extent does the policy have a clear governance structure with clear roles and responsibilities?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
	b. To what extent are coordination mechanisms among stakeholders established?	
15. Implementation and risk management plan	a. To what extent does the policy include a detailed, actionable implementation plan (with milestones, resource allocation, timeline)?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7 → provide evidence or explanation
	b. Does it include a risk management plan?	0=No 1=Yes
16. Implementation	a. To what extent has the policy been implemented as intended in the TOC? b. What percentage of the activities have been implemented? c. Have all the outputs been produced? d. What percentage of the target beneficiaries has been served by the policy? e. To what extent have challenges in implementation been addressed in a timely manner?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7→ provide evidence or explanation Insert Percentage
17. Monitoring & Evaluation Plan	a. Does it have an evaluation framework (with clearly defined evaluation approaches and mechanisms for monitoring and data collection)	0=No 1=Yes
	b. [If policy rolled out, early, mid stage or complete] To what extent has the monitoring and evaluation framework been implemented as intended?	Scale of 1 to 10, where 1 represents "Not at all" and 10 represents "Extremely" If score > 7→ provide evidence or explanation
	c. To what extent has the project team adhered to reporting routines?	
	d. Has the project team produced a robust evaluation report with policy impact/effectiveness findings?	

Section 3: Scoring Scheme

1. Scoring Mechanism Overview

Each quality dimension is assessed using one of the following scoring methods:

- **Binary Score (0 or 1):** Used for simple yes/no questions (e.g., jurisdiction adherence).
- **Likert Scale (1 to 10):** Used for most dimensions to assess the extent or quality.
- **1 = Not at all**
- **10 = Extremely**
- **Evidence Requirement:** If a score is greater than 7, the reviewer must provide supporting evidence or explanation.
- **Percentage Input:** For implementation-related questions, reviewers may be asked to provide a percentage (e.g., % of activities completed).

2. Score Interpretation Guide.

Score Range	Interpretation	Suggested Action
0–3	Low Quality / Major Gaps	Indicates significant weaknesses or lack of clarity. Requires substantial revision or further development → technical policy team revises policy instrument option based on gaps in the assessment
4–6	Moderate Quality / Needs Improvement	Some elements are present but not fully developed or justified. Consider refining or strengthening the policy in these areas → technical policy team revises policy instrument option based on gaps in the assessment
7–8	Good Quality / Minor Gaps	Generally strong, but may benefit from additional evidence or minor adjustments → technical policy team implements minor adjustment before approval
9–10	High Quality / Well Justified	Clear, robust, and well-supported. Meets best practice standards → progress to decision on approval, scale-up, etc.

3. Total Score Calculation (Optional)

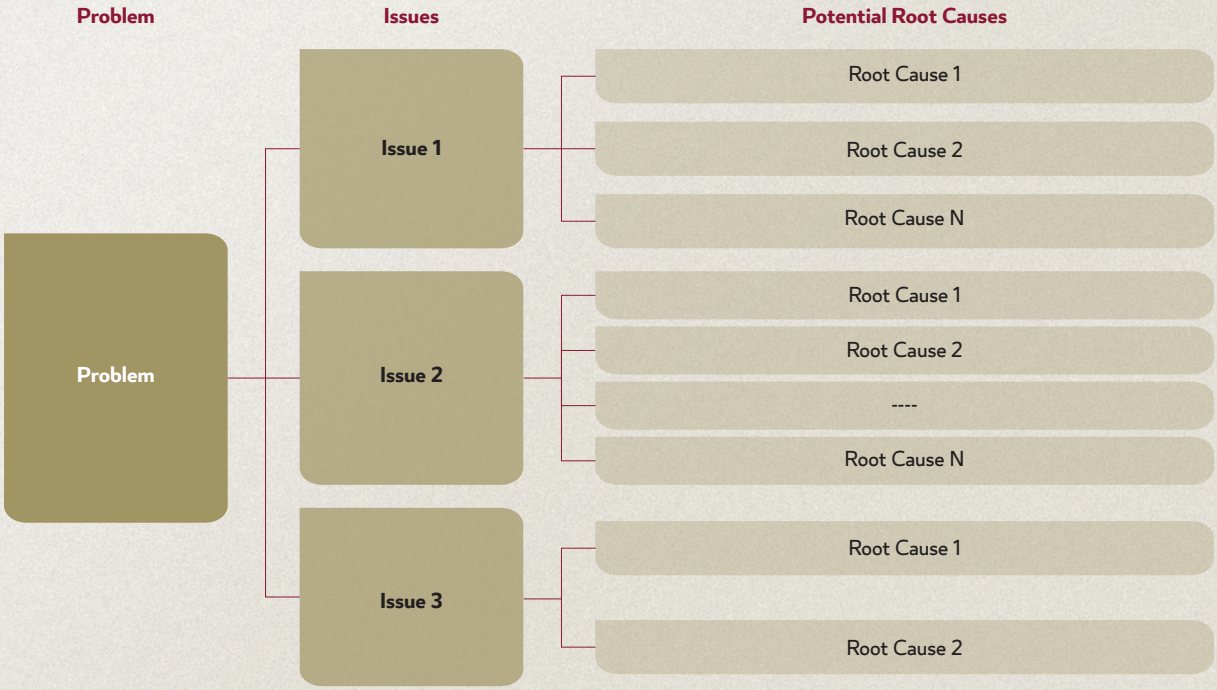
If you want to calculate an overall score:

Step 1: Sum all numeric scores (multiply binary score by 10 and divide percentage scores by 10 before summing all scores).

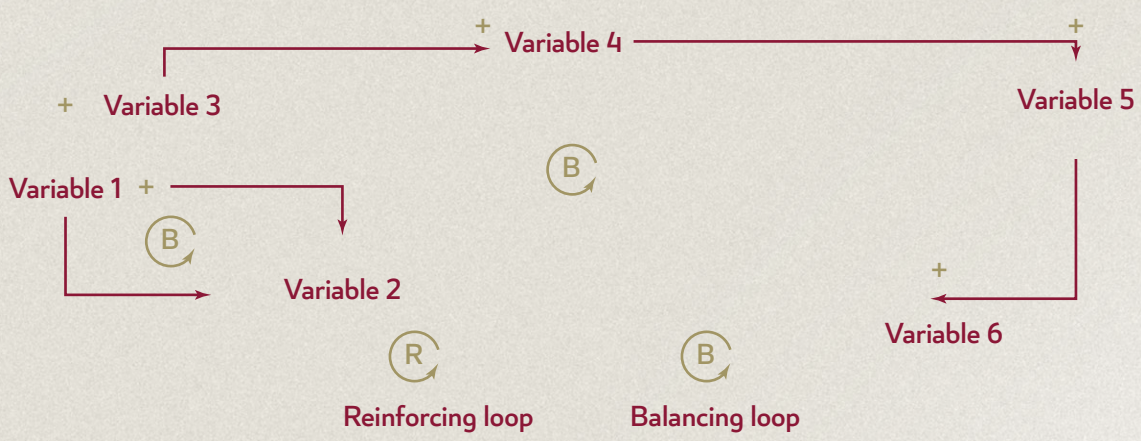
Step 2: Divide by the number of items scored to get an average.

Step 3: Use the interpretation guide above to assess overall policy quality and take the recommended next steps.

Template 2: Problem Tree Template



Template 3: Causal Loop Diagram



Template 4: Policy Rationale Document

Policy Name: Insert name of policy

Policy Definition	
Intended Objective	What is the intended purpose or goal of the policy?
Target Audience (beneficiaries)	Who are the main beneficiaries (primary / secondary) that are impacted?
Context	Is it a new policy or existing policy, or does it build on previous, ongoing or upcoming efforts? Are there any existing regulatory /legal instruments in the area?
Stakeholder mapping	Who are the stakeholders providing the service, or implementing the policy?
Policy Rationale	
Policy Need	What problem or opportunity does the policy address? What might be the root-causes, or contributing factors?
Evidence	What data, benchmarks, or evaluations support policy rationale?
Policy Delivery	
Governance	Who is the project owner and other relevant supporting entities?
Timeline	What are the key start and end dates?
Budget	What is the estimated cost of implementing this policy?
Risks	Are there any key risks impacting the timelines or objectives of the policy?

Template 5: Policy Card

Policy Definition and Delivery

Policy Title

Mention the policy title

Type of Policy Instrument

Mention the policy instrument type and subtype

Owners

Mention the lead entity owning the policy instrument implementation

Relevant Stakeholders

List the supporting entities in implementation

Policy Target Audience

List the primary and secondary target audience of the policy

Policy Rationale

Policy Context / History

Mention if it is a new policy or existing policy, or does it build on previous efforts?
Mention any existing regulatory /legal instruments in the area
Provide any history related to the policy area that might be relevant

Policy Intention

Define the directly intended purpose or goal of the policy

Perceived Policy Challenges

List any perceived policy challenges in its implementation, or unintended negative consequences due to its implementation (this might be more relevant in the case of a policy change)

Policy Results

Desired Impact

List the long-term desired impact of the policy - economic, social, environmental, etc.

Template 6: PESTLE Analysis

Policy Name: Insert name of policy

Dimension	Description
Political	Mention key political factors affecting the policy
Economic	Mention key economic factors affecting the policy
Socio-Cultural	Mention key socio-cultural factors affecting the policy
Technological	Mention key technological factors affecting the policy
Legal	Mention key legal factors affecting the policy
Environmental	Mention key environmental factors affecting the policy

Template 7: SWOT Analysis

Policy Name: Insert name of policy

Strengths	Weaknesses
List key strengths of the policy	List key weaknesses of the policy
Opportunities	Threats
List key opportunities of the policy	List key threats of the policy

Template 8: Benchmarking Analysis

Dimension	Benchmark Country / Entity 1	Benchmark Country / Entity 2	Benchmark Country / Entity 3	Benchmark Country / Entity 4	...
Reason for selecting benchmark	Why was this entity / benchmark selected?				
Policy Issue or Opportunity	What challenge or goal was addressed?				
Policy Instrument	What type of policy instrument was used?				
Implementation Approach	What methods, tools, or delivery models were used?				
Challenges Encountered	What barriers or risks emerged during implementation?				
Monitoring & Evaluation	What systems were used to track progress and impact?				
Results and Outcomes	What were the measurable achievements or lessons learned?				
Any other information	Is there any other relevant information helpful to the analysis?				
Sources	Mention the sources used for the evidence				

Template 9: Policy Evidence Report

In the appendix of this report, it is recommended that the Policy Rationale Document (Template 4) (or Policy Card – Template 5), PESTLE Analysis (Template 6), SWOT Analysis (Template 7), and the Benchmarking Analysis (Template 8) be included to provide all the comprehensive details. This report can serve as an executive summary for its users.

Policy Name: Insert name of policy

Policy Overview	
Intended Objective	What is the intended purpose or goal of the policy?
Target Audience	Who are the main stakeholders (primary / secondary) that are impacted?
Policy Need	What problem or opportunity does policy address? What might be the root-causes, or contributing factors?
Governance	Who is the project owner and other relevant supporting entities?
Context	Is it a new policy or existing policy, or does it build on previous efforts?

Policy Baseline	
Context	Is it a new policy or existing policy, or does it build on previous efforts?
Historical/ Current Trends	What are the key insights from historical, or current trends related to the policy?
PESTLE Analysis	What are the main conclusions from PESTLE analysis?
SWOT Analysis	What are the main conclusions from SWOT analysis?
Evidence	What evidence sources were used? Were there any gaps in collection, or analysis?

Policy Benchmark	
Benchmark Countries / Entities	Which countries / entities were benchmarked, and why were they selected?
Benchmark Findings	What are the key findings from the benchmarking analysis along the dimensions (e.g., Policy instrument, monitoring & evaluation, results & outcomes)
Key Implications for Qatar	What are the key implications for Qatar's policy going forward?

Policy Futures	
Key results from forecasting, foresight & scenario planning	What are the key trends evolving into the future? What are the plausible future scenarios for the policy?
Key Implications for Qatar	What are the key implications for Qatar's policy going forward?

Template 10: Initial Theory of Change

Policy Name: Insert name of policy

Activities	Outputs	Outcomes	Impacts
What activities and inputs are carried out by the policy?	What are the tangible products, services or outputs directly resulting from the activities?	What are the direct, short-term effects on the target beneficiaries?	What are the intended, or unintended long-term impacts on society / country as a whole?

Template 11: Policy Option Shortlisting

Options	Business-As-Usual	Option 2 (e.g., Do Minimum)	Option 3 (e.g., Recommended Option)	Option 4
Effectiveness	Score from 0 to 10			
Efficiency	Score from 0 to 10			
Practicality	Score from 0 to 10			
Policy Fit and Alignment	Score from 0 to 10			
Total Score	Out of 40			
Shortlisted Outcome	Yes / No			

Template 12: Qualitative Scoring for Valuing Non-Market, Non-Quantifiable Costs / Benefits

This template shows a sample template that can be used by the policy stakeholders to input different impacts and score them on a scale based on the policy issue

Policy Option:			
Dimension	**Sub-dimension**	**Impact Indicator**	**Impact Score (-5 to +5)**
Social	A. Community Pride	Indicator A.1	
	B. Wellbeing	Indicator B.1	
		Indicator B.2	
Environmental	A. Circular economy		
...	...		

Each sub-dimension can be assigned a weight (based on surveys, inputs from stakeholders, etc.) to calculate the total score for each policy option. The total impact score for each dimension is the sum of the impact scores of all indicators within that dimension. Accordingly, the total score for a policy option is the total weighted impact score across all sub-dimensions.

Policy Option:				
Dimension	**Sub-dimension**	**Weight**	**Total impact score**	**Weighted impact score**
Social	A. Community Pride			
	B. Wellbeing			
Environmental	A. Circular Economy			
...	...			
Total				

Template 13: Cost-Benefit Analysis

Policy Option: Insert name of policy option

Dimension	Year 0	Year 1	Year 2	Year 3	Year N
Costs (QAR)					
Capital Costs (A)					
Operating Costs (B)					
Total Costs (A+B)					
Benefits (QAR)					
Govt. revenues (C)					
Savings (D)					
Beneficiary surplus (E)					
Benefits to broader community (F)					
Total Benefits (C+D+E+F)					

- Please note that the costs and benefits can be further broken down into specific line items, for example, land costs, equipment, rent, or environment, social benefits, etc.

Template 14: NPV Analysis

Policy Option: Insert name of policy option

Item	Year 0	Year 1	Year 2	Year 3	Year N
Total Benefits	0	X	XX	XXX	XN
Total Costs	A	Y	YY	YYY	YN
Total Benefits – Costs (QAR)	-A	X-Y	XX-YY	XXX-YYY	XN-YN
Discount Rate (%)		d	d	d	d
Discount Factor					
Discounted Cashflows (DCF)(QAR)	-A				

$$NPV = -A \quad \frac{X \quad Y}{1 + d^{1}} + \frac{X\,X \quad Y\,Y}{1 + d^{2}} + \frac{X\,X\,X \quad Y\,Y\,Y}{1 + d^{3}} + \cdots + \frac{X\,N \quad Y\,N}{1 + d^{N}}$$

Template 15: Risk Card

Policy Option: Insert name of policy option



Template 16: Policy Appraisal Document

Policy Need | Mention the problem / opportunity the policy addresses

Policy Intention | Mention the intended objectives, outcomes and desired impacts from the policy

Recommendation | Mention the preferred policy option and reasons for selecting the option based on the assessment below, and other guiding questions such as:

- **Inclusiveness:** How well does the option address the needs of different stakeholder groups, including vulnerable or marginalized populations?
- **Acceptability:** Is the option likely to gain support from key stakeholders, including the public, private sector, and civil society?
- **Policy Fit:** Is the option consistent with existing legal and regulatory frameworks?
- **Implementation Feasibility:** Is the option practical and deliverable? What are the key implementation challenges, and how can they be mitigated?
- **Timing:** Can the option be implemented within a reasonable timeframe to address the issue effectively?

Other considerations | Mention any other considerations that went into the decision-making

Policy Appraisal Table

Policy Option	Cost (QAR)	Benefit (QAR)	NPV (QAR)	Any qualitative impacts	Risks	Selection
Policy Option 1						Yes, or No
Policy Option 2						
...						
Policy Option N						

Please note that the qualitative assessment of impacts can be simply described, or can be valued using the qualitative scoring detailed in Template 11

Template 17: Implementation Plan

Policy Name: Mention name of policy

Activities	Timeline	Owner and supporting entities	Resource requirements			Pre-requisites
			Human	Financial	Tech / Infra	
Activity 1	Start – End Date	Owner Supporting entities	XX FTE	QAR xx	XY Technology	Pre-requisite 1,2,3 ...
Activity 2						
...						
Activity N						

Please note that the roles and responsibilities column can be filled out as Owner and Supporting Entities, or in case more details might be required, users can fill the RACI Matrix as provided in Template 17

Template 18: RACI Matrix

Policy Name: Mention name of policy

Activity / Task	Entities / Stakeholders				
	Stakeholder 1	Stakeholder 2	Stakeholder 3	...	Stakeholder n
Activity 1	R	C	C	I	A
Activity 2	C	C	A	R	I
Activity 3	A	C	R	I	I
...					
Activity n					

R = Responsible; A= Accountable; C= Consulted; I= Informed

Template 19: Risk Management

Policy Name: Mention name of policy

Risk Name	Pre-Risk assessment		Risk Prioritization	Mitigation Measure	Post-risk assessment	
	Likelihood	Impact			Likelihood	Impact
Risk Name Description	Likelihood of risk occurring	Prioritization of risk (High, medium, low)	Prioritization of risk (High, medium, low)	List potential mitigation measures	Reduced likelihood with mitigation measure	Reduced impact with mitigation measure

Template 20: Communication Plan

Policy Name: Mention name of policy

Target Audience	Objective	Messages	Messenger	Timeline	Communication Channel	Monitoring & Review	Feedback Channels

Template 21: Monitoring Report

Policy Name: Mention name of policy

Date | Mention the current date as YYYYMMDD

Implementation Schedule

Implementation Progress | Calculate the implementation progress as

Activities	Implementing entity	Planned timelines	Status	Justification

Status:

In progress Delay On Hold Not started Completed

Budget Monitoring

% of overall budget spent | Calculate the budget spent as

Activities	Budget (QAR)	Budget Spent (QAR)	Challenges / Comments

Activity and Output KPI Monitoring

KPI	Baseline	Year-end Target	5-Year Target	Current Status	Justification
				On track, delayed, N/A	

Template 22: Evaluation Report

Policy Name: Mention name of policy

Date | Mention the current date as YYYYMMDD

Evaluation Summary	
Evaluation Objective	Mention why the evaluation was conducted
Selected Approach	Mention why approach was selected, and provide rationale for selection
Data collection methodologies	List how data was collected and what might have been the limitations in the process
Evaluation analysis summary	Describe the key insights gathered from the evaluation analysis conducted
Next evaluation	Mention when the next evaluation is due to be conducted

Template 23: Policy Brief

[National Planning Council] [Name of Department/Division (optional)]

Report Title: Clear, descriptive title of the report

Report Subtitle | Optional

Date of Issue | Mention the date as [DD, Month, YYYY]

Policy Brief	
Key Messages	This section provides a concise, high-level summary of the brief's most critical information and must adhere to the following requirements: Content: A synthesis of the report's key findings and main recommendations Action: A clear and direct call to action for decision-makers is mandatory. Format: Presented as 3-5 concise bullet points Length: Maximum of half a page
Background & Purpose	A brief overview of the situation and the specific problem or issue being addressed; clearly states the objectives of the brief
Analysis & Findings	An objective presentation of the primary data and analysis. This section merges the full report's "Findings" and "Discussion" sections for the sake of brevity. All external information must be cited using the official source.
Key Sources	A simplified bibliography listing the main sources cited in the brief. The list must be formatted according to the Chicago 16 (Chicago Manual of Style (16th Edition) referencing standard) style to maintain academic rigor

Policy Brief Language & Formatting

Language:

- Use formal, objective, and neutral language throughout the report.
- Avoid jargon, overly, or ambiguous phrases.
- If technical language is essential, ensure all such terms are clearly defined in the List of Acronyms and Abbreviations.
- Maintain a consistent third-person perspective, unless a first-person format is required by context.
- Use active voice where possible to ensure clarity, unless passive voice is more appropriate for formality or emphasis.

Layout and Formatting:

- Primary Font: TBC (size 11 or 12 for body text).
- Line Spacing: 1.5 lines for the main body text.
- Paragraph Spacing: Add space between paragraphs.
- To maintain conciseness, the main body of the brief must not exceed 2-3 pages.
- Any supplementary information, such as detailed data, should be placed in appendices.



Appendix 4

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