

- PD-ABT-897 -

IMPLEMENTING POLICY CHANGE PROJECT II

FINAL REPORT

ipc II



Contract No.
AEP-5470-I-00-5034-00
Project Number: 936-5470

AID Project Officer: Pat Isman-Fn Piere
Global Bureau, Center for Democracy & Governance

Submitted by:
Management Systems International
500 Water Street, SW
Washington, DC 20024
202-484-7170

August 1, 2001

FINAL REPORT

IMPLEMENTING POLICY CHANGE PROJECT II

Highlight of Accomplishments Over Life of Project (Years 1995-2001)

Introduction

The Implementing Policy Change Project II came to a close in March of 2001, closing a 10-year chapter on USAID's Implementing Policy Change effort. The purpose of this project was to improve policy implementation and democratic governance around the world. Building on its track record of hands-on technical assistance in more than 40 countries, and a related program of applied research and dissemination, IPC II:

- ◆ helped **governmental organizations** use strategic approaches to: (1) modify their purposes, structures, activities, and procedures in ways that enhance their policy performance and transparency; and (2) respond to and collaborate with non-governmental organizations and other groups in the policy environment.
- ◆ helped **non-governmental organizations** formulate and implement strategic plans to: (1) clarify and develop consensus on the policy issues that affect them; (2) build a constituency for policy change and an understanding of its process; (3) initiate actions that involve the non-governmental sector; and (4) influence policy decisions, implementation, and management.
- ◆ helped to bolster momentum for democracy and **democratic governance** by: (1) helping governments to discharge their policy responsibilities in a democratic and effective manner; (2) helping stakeholders affected by a policy change to have a constructive influence on policies; and (3) promoting government/non-governmental interaction and an enhanced role for civil society in solving problems of importance to the society.

While in many ways the second phase of IPC was a continuation of its predecessor project, IPC II featured a conceptual shift in project orientation toward democracy and governance activities, and a refocusing of the project's research and technical activities to support this orientation.

The focus of IPC II activities, as described above, directly supported several key Special Support Objectives held by the Center for Democracy and Governance in USAID's Global Bureau. These were:

- ◆ **SSO 3:** Informed citizens' groups effectively contribute to more responsive government (*Civil Society*). IPC activities directly support the development of a civil society enabling environment, and the ability of civil society organizations to participate in policy advocacy and oversight (*respectively, I.R. 3.1 and 3.2*); and
- ◆ **SSO 4:** National and local government institutions more openly and effectively perform public responsibilities (*Governance*). IPC activities directly support the development and application of strategies for democratic decentralization; for promoting civil-military relations during different stages of political transition; and for anticipating and managing change affecting governance (*Respectively, I.R. 4.2, I.R. 4.4, and I.R. 4.5*).

This final report for IPC II provides an overview and analysis of IPC II's most important accomplishments, and the primary lessons learned and recommendations for future interventions. It is organized in four sections.

Section I: The first section contains a presentation of selected highlights in IPC II's technical assistance program.

Section II: The second section presents a summary of the output of the research program. In this section, a complete summary of all research products from FY 96-01 is presented.

Section III: The third section features a summary of the project's Dissemination and Utilization efforts.

Section IV: The fourth section provides the primary lessons learned and recommendations from the second phase of the IPC project.

Section V: The fifth section contains summary financial information for the IPC II IQC, and financial information for the IPC II Core task order.

I. Technical Assistance Highlights

IPC II's Technical Assistance program had several different dimensions.

1. Technical assistance and research support provided directly to the Democracy and Governance Center. The Center managed IPC II and provided core support funds to its activities.
2. Long-term technical assistance provided to overseas clients through buy-ins from USAID Missions. It focused on training and assistance to support policy decisions, implementation, and management by governmental and non-governmental entities.
3. Short-term technical assistance provided to overseas clients in the form of workshops, training sessions, and conferences for the discussion of policy issues and policy planning.

Highlights of these different types of technical assistance since the inception of IPC II are provided in chronological order below.

A. Technical Assistance to the Democracy and Governance Center, Global Bureau

Civil Society Strategy Assessments. IPC assisted with the Democracy and Governance Center's worldwide assessment of various Mission's strategies for strengthening and supporting civil society organizations. IPC experts teamed with DG center staff on assessments in El Salvador, Mozambique, Mali, Philippines, Bolivia, and Kenya.

Policy Implementation Overview. Working in collaboration with the DG Center, the IPC team produced a publication that summarizes the key lessons learned from USAID's experience with policy implementation, drawing most heavily from the IPC project's ten years of experience.

Decentralization Overview. The DG Center turned to IPC to draft another "overview" publication. This piece focused on the lessons learned from the Agency's involvement with decentralization and local government strengthening activities.

IPC Support to the New Partnership Initiative (NPI): IPC provided assistance to the Democracy and Governance Center's Working Group on the Enabling Environment for NPI. IPC carried out a literature review, research on Leading Edge Mission NPI activity, and developed a synthesis paper blending field experience with research findings. IPCII's efforts were edited and published as Chapter 4 of the Agency's "*The NPI Resource Guide, Volume I: A Strategic Approach to Development Partnering,*" published in FY 1997. It is also available as an IPC Report, "*Enabling Environment: An Essential Building Block for the New Partnership Initiative.*" (FY 96 and 97)

IPC Support to DG's Decentralization Program: IPC provided technical assistance and research support to the Center's Decentralization Program, and July 30-31, 1996 workshop. IPC provided assistance with logistics, development of an agenda, guidance to presenters, facilitation of the workshop, and composing the synthesis paper for the workshop. IPC has participated in an e-mail dialogue on democratic decentralization, which led to hosting a workshop in June 1997 for USAID and Research Triangle Institute to reach consensus on a common conceptualization of democratic decentralization. The workshop significantly advanced the dialogue, and discussion is ongoing. In late June 1997, IPC and RTI jointly facilitated group discussions on democratic decentralization in Cote d'Ivoire and Mali. Participants discussed current status, goals, successes, difficulties and next steps of decentralization, and how this contributes to the democratic process. (FY 96 and 97)

IPC Support to DG Center's Conflict Resolution Agenda: The Democracy and Governance Center supports the technical leadership agenda for the Agency's work in conflict resolution. To this end, IPCII provided technical assistance for the organization of two workshops. The first examined the role of conflict resolution in development assistance and brought together members of the IPC consortium and the DG Center. The second workshop was an expert symposium that brought together participants from several major international practitioner organizations. The purpose of the symposium was to examine approaches or methods for the introduction of conflict resolution processes into development assistance programs. A synthesis paper describing a preliminary diagnostic approach in conflict resolution for DG field staff was prepared. (FY 97)

IPC Anti-Corruption Work: Under IPC, anti-corruption projects have covered the entire life cycle of technical support activities and has extended long enough to begin seeing some concrete accomplishments. In the East Asia region, national assessments have been accomplished and a regional strategy with action-oriented recommendations has been approved. In Eastern Europe and the NIS countries, a major anti-corruption network of country counterparts has been established and is actively pursuing its objectives. A website to share lessons learned and valuable documents is operational and electronic discussion groups is being used to exchange ideas and experiences. A donor coordination group was generated and several workshops on practical "how-to" topics have been convened for regional NGOs, business people and government officials.

In Ukraine, early assessments, focus groups and surveys, have supported the local development Action Plans against corruption and the establishment of public-private partnerships against corruption. Continued support is provided to these partnerships and new oblasts are slated for similar assistance. Based on the actions of the partnerships, administrative procedures in the tax, police, business and government services areas have been streamlined, thus reducing the opportunities for corrupt practices. The perceived risks posed by corruption have been reduced in these oblasts to the extent that US investors are now feeling comfortable to make major financial commitments. Finally, public awareness of the problem and possible solutions has increased and education on citizens rights has been mobilized.

IPC has also provided assistance for the ANE region to the Democracy and Governance Center, with a core objective of supporting the development of a regional strategy against corruption, and providing technical assistance to an OECD-hosted regional workshop against corruption. MSI has participated in three national assessment teams in Indonesia, the Philippines, and Thailand that produced anti-corruption assessments, programmatic recommendations, and regional strategy options that were incorporated into the Accelerated Economic Recovery in Asia (AERA) Initiative Report. Support is also being given to OECD in developing the agenda, and generating a participant and speaker list for the September 1999 Regional Anti-Corruption Conference in Manila.

B. Other Short-Term Assistance and Activities Carried Out through IPC's "Core" Contract

Participatory Policy-Making Conference (May 2000). A very well attended two-day conference was held in Washington DC., entitled "**Policy Development: Participatory Approaches Make a Difference.**" The purpose of this conference was to convene members of civil society, government bodies, and the international development community to share achievements and lessons learned and to inform future initiatives in strengthening participatory policy processes..

The POLICY Project of the Population, Health and Nutrition (PHN) Center and The Implementing Policy Change Project out of Democracy and Governance (D&G) Centers co-sponsored the event. The two projects joined forces with USAID global staff to design, implement, and host this conference.

HIV/AIDS Tool Kit and Workshop. The IPC Project team developed a toolkit for HIV/AIDS policy and presented it at a working meeting in 2001.

The toolkit is based largely on experience gained over a 10-year period by USAID's Implementing Policy Change Project (IPC) and draws extensively from recent work by USAID's POLICY Project. It is intended mainly for use by policymakers and advocacy groups seeking to shape or accelerate the implementation of national policies on HIV/AIDS. It is also intended as a guide to donors seeking to support these national efforts. It complements a number of other useful HIV/AIDS already in existence. The toolkit is organized around the task model developed by IPC for use in managing national policy change in a variety of sectors. It is divided into two sections. Section 1 presents a **checklist** to be used for judging how easy or difficult particular policies are to implement, and a **framework** for organizing and managing the policy change effort. Section 2 presents **tools** useful for managing each of the major tasks involved in HIV/AIDS policy change.

The purpose of the workshop was to review the relevance of tools included in the draft and their potential application, focusing on policy change at the national level. The workshop also discussed potential audiences for the toolkit and identified additional ideas, tools, and examples

to be included in subsequent drafts of the toolkit. Held in Washington, D.C. (January 31 - February 2, 2001) the workshop was attended by representatives of USAID, some of its key partners, and delegations from Kenya, Tanzania, Namibia and South Africa.

C. Short-Term Overseas Technical Assistance

Executive Office Network Expansion: IPC has been a pioneer in assessing and developing the performance of executive offices, particularly in Africa (executive offices are defined as the organizations that heads of state and heads of government use to manage government's process of making and implementing policy). This process includes coordination, information gathering and exchange, consensus building, outreach, legislative liaison, decision-making, implementation, and monitoring and evaluation. Through the Implementing Policy Change project, two regional executive office conferences in Africa have been organized – the first was held in the final months of IPC I (1996); the most recent conference took place in March 1999 in Uganda. At this conference, representatives of nine African country executive offices participated in discussions about improving participation in policy making, addressing corruption, and supporting decentralization. To facilitate future interactions between themselves and the IPC team, the participants were introduced to Internet technology at a Cyber Café, supported by the Leland Initiative, that became an integral part of the overall conference. On the final day of the conference, participants formed a steering committee to define a future role and focus for the Network. In response to the strong interest expressed by the participants to continue and formalize the Network, the Africa Bureau's Leland Initiative placed resources in IPC's "core" delivery order (through OYB transfer) that allowed the IPC team to advance the development of the Executive Office Network. These resources funded enhancements to the ExecNet Website and site visits to Uganda, Mozambique, Zambia and Rwanda. Follow-up work to these site visits will be conducted under yet another follow-on contract, this one through the SPIR contract.

Transition Assistance to Sierra Leone: Based on its unique experience working at the highest levels of government, IPC was invited in 1997 to assess the operation of the Office of the President (OP) of Sierra Leone in terms of its effectiveness and efficiency at managing the national policy process. The visit was the result of a request for assistance made by Sierra Leone's first democratically elected President to the U.S. Ambassador to Sierra Leone. Based on interviews with key actors within and outside government the IPC team developed a strategy and program for strengthening the OP and the Cabinet's policy management performance. Although the coup that occurred shortly thereafter prevented immediate implementation of the recommendations, upon his reinstatement to office in 1998, the President approached USAID's OTI and specifically requested continuation of the IPC-led assistance. The next round of assistance included follow-up work to assess the state of post-coup governance mechanisms, and assistance in articulating a new framework of civil-military relations. This work in Sierra Leone is another example of the flexible, quick-response mechanism afforded through the project's "core" delivery order. (1997 – 1999)

Delivery Order #19 - Ukraine Anti-corruption Workshops

Objective: Design and conduct a series of workshops focused on encouraging participation in anti-corruption activities by key stakeholders at the local level. The process was to begin with changing perceptions -- that there are in fact, opportunities to successfully combat corruption -- and then identifying some of those solutions.

Status: Assistance was to accomplish two objectives: (1) assess concrete accomplishments to date of the Lviv and Donetsk public-private partnerships against corruption, and (2) conduct a "train-the-trainers" seminar on cutting administrative red tape and streamlining the bureaucracy in both cities. Significant results have been achieved, most notably, a large investment in Donetsk by a US-UK consortium that will produce 600 new jobs attributed to the activity of our Partnership for Integrity group. Other major achievements include (1) legal reforms proposed by our partnerships that have been incorporated into new national legislation and (2) legal consultations and investigations being conducted by the partnerships in response to community allegations of corruption. The results have been passed on to legal authorities

Delivery Order # 23 - Ukraine Policy Development Workshop

Objective: The Ukraine Policy Reform Workshop activity seeks to address a wide range of issues related to bridging public/private awareness of the need to take immediate steps for the improvement of the economic situation in Ukraine, and to developing a clear set of transparent rules and regulations for businesses.

Outcome to Date: In March 1998, the Ukraine Policy Reform Workshop was held. The workshop of government officials and business representatives began to organize the business community more effectively to lobby government on legislative reforms for a more sound business environment.

Delivery Order # 24 - Guinea-Bissau Democracy and Governance Program

Objective: Working with members of civil society, the judiciary, legislative and executive branch, and other stakeholders in Guinea-Bissau, a Good Governance Conference was organized and delivered for nearly 500 Guinea-Bissauans. The Conference provided a combination of international and national experts who spoke on various facets of good governance. The Conference produced a set of concrete recommendations for action to improve democratic governance in the country

Status to Date: Unfortunately, before any of the conference recommendations could be set in motion, the country fell into a state of civil war which ended with ouster of the President and his government.

Delivery Order #14, 25 & 31 - RESON - NRM Project

Objective: Assist in implementing AFR/SD/PSGE's two components of the PARTS Project analytic agenda. One is directly linked to assisting the African Partners of USAID missions in making the transition to the new reengineered operations system, and the second supports analytic studies related to dynamic change within NRM programs.

Status-to-date: Since its inception in August 1996, this project has worked to support AFR/SD/PSGE in the development of its five-year strategy, which: focused on incorporating stakeholder views into the development of AFR/SD's plan for program and policy-level support to USAID field-operating units; provided planning and management assistance to bi-lateral NRM programs, including the following: an NRM policy implementation analysis study and dissemination workshop in Uganda; helping to incorporate stakeholder views into the development of RCSA's new CSP; RESON assistance to the CARPE project for strategic planning and team management; conduct of a mission-wide organizational retreat for USAID/Namibia; and providing re-engineering/strategic management training to a host of USAID collaborators, including the African Wildlife Foundation, World Wildlife Fund, and Winrock International. By May 1998, a dozen re-engineering workshops were conducted for USAID/PSGE collaborators, reaching over two hundred participants. In addition, extensive information about this re-engineering experience has been disseminated on the RFNet, the Results Framework Network.

The RESON/NRM project held significant activities in the first few months of 1999. In February, an AFR/SD/RESON team supported by an advisor from the USAID Global Bureau spent two weeks at USAID/Kenya assisted with the identification of a new SO for environmental issues. RESON's intervention made a significant impact in moving the strategic planning process toward increased stakeholder participation. In March, RESON took its two-day "re-engineering workshop" to the university community, and conducted a workshop for 27 participants at Oregon State University. This type of new activity is intended to ease the USAID/university relationship now and into the future, with more of such workshops planned for later in the year.

Delivery Order #26 and 34 - Nigeria Good Governance Training

Objective: To provide start-up activities for the training of Nigerian elected officials and NGOs on the basic tenets of democracy and governance.

Status: This was an example of IPC at its best -- providing high-quality technical assistance under extreme time constraints in a challenging environment. With the

election of a new, democratic government in Nigeria, after years of military dictatorship, USAID recognized a unique window of opportunity for contributing to the transition to democracy. In late February 1999, USAID Bureau of Humanitarian Response, Office of Transition Initiatives (BHR/OTI) contacted G/DG to have IPC design and schedule a methodology for training all newly elected officials. This included development of a training curriculum and a facilitators guide. These were created through a process that involved eight American governance experts, 19 Nigerian academics/trainers, and eight National Assembly staff members. The resulting three-day training workshops on good governance were conducted by an outstanding team of IPC experts in 16 sites throughout Nigeria (for 360 newly elected House of Representatives members, 109 Senate members; and 940 State Legislators). All 16 workshops were conducted within a two-week period. Next, two levels of Training of Trainers was conducted (48 trainers trained) and a schedule to train local government officials in 16 states at 70 different locations throughout Nigeria was developed. Follow-on work is being planned.

Delivery Order #27- ENI Small- Medium Enterprise (SME) Regional Summit

Objective: Convene NGOs and other practitioners to review lessons learned, identify best practices, and discuss USAID's exit strategy in the ENI region to build a sustainable legacy in the SME sector beyond the year 2000. The summit brought together USAID program staff and key partners from the region in an effort to build a strategic plan for the ENI bureau and its implementing partners of how to best support the development and growth of SMEs in the future.

Status: IPC successfully convened a three-day conference in February 1999 that was universally praised. It brought together parliamentarians, NGOs, researchers, government officials and USAID staff to discuss strategies for removing barriers to SME development, creating regional partnerships, and strengthening regional commercial linkages. The conference served to solidify relationships among USAID's development partners and to disseminate information, experience, and lessons. Since then, a strategy document has been drafted and circulated for comments, and a summit meeting with partners was held June 30, 1999 to discuss implementation.

Delivery Order # 28 – ENI Anti-Corruption Project

Objective: Provide anti-corruption support to USAID/ENI to help coordinate donor activity in the region, provide technical support to Missions, and provide information and assistance to country counterparts in the region.

Status: IPC provided support to ENI in organizing a large workshop of donors and country counterparts in October 1998, which resulted in the establishment of the Anti-

Corruption Network for Transition Economies. With regard to this network, IPC has coordinated extensively with OECD, UN, Council of Europe, World Bank and other international organizations. We have designed and implemented a new website-- www.nobribes.org -- that provides documents, information on national and donor programs, legislation, reports, training materials, and other relevant publications to donor and country participants in the network. In addition, IPC has established an electronic discussion group capability to support interactive discussions about anti-corruption topics to the Network. IPC also supported the organization of a workshop held in Bulgaria in June 1999 on how to develop public-private partnerships against corruption. IPC provided a moderator for one of the panels at this workshop.

Delivery Order # 32 – Ukraine SME Strategy

Objective: The purpose of this delivery order is to assist the State Committee for Entrepreneurship Development (SCED) to design, plan and conduct a survey of micro, small and medium enterprises (MSMEs) in Ukraine as a part of the strategic management of the MSME policy reform process in Ukraine.

Status: The survey instrument/ questionnaire was completed, field-tested and revised. A local contractor carried out the survey (the Kiev International Institute for Sociology), which was completed in 1998. All data has been collected through 5,000 questionnaires of both informal and formal enterprises and households. A final paper with results and analysis of this data is currently being prepared.

Delivery Order #35 – Ukraine Anti-Corruption Project II

Objective: The purpose of this delivery order was to continue implementation support to the two Partnerships for Integrity in Lviv and Donetsk, and to begin the process of mobilizing government, civil society and the private sector to combat corruption in the Kharkiv oblast.

Status: Initial contacts were made in Kharkiv with the City Hall and Oblast Administration, as well as with representatives from the private sector and civil society concerning our upcoming anti-corruption activities. Political will and leadership from all sectors of society appear to be strong. A small grant was awarded to the Partnership for Integrity in Donetsk to establish a Citizens Advocate office that will serve as an independent repository and source of legal support for citizen and business complaints about corrupt officials.

Delivery Order #36 – Palestine Policy Development, Analysis and Monitoring Capacity Project

Objective: To determine the feasibility of establishing a policy development, analysis

and monitoring capacity within the Palestinian Authority, leading to an overall policy framework for Palestinian development.

Status: An IPC team conducted a two-week long TDY in October 1999. A review of relevant documents from USAID/Tel Aviv and other sources was carried out both preparatory to the TDY and on arrival. Some of the more important documents reviewed include the Council on Foreign Relations Report, the Palestinian Development Plan, and the Mokoro report on Planning and Aid Management for Palestine.

Interviews were conducted with some 40 individuals. In certain cases, follow-up interviews were held. No interview schedule was developed but interviews followed an open-ended format with certain elements targeted with specific questions. Standard subject areas such as what type of policy analysis, need, where should a capacity be located, constraints, and the like were covered in each interview. Interviews were conducted with the following groups:

- Members of the Palestinian Authority, concentrating on line Ministries and agencies in the economic area.
- Non-governmental organizations, again concentrating on those primarily conducting economic analysis.
- Donor agencies and IFIs. Among these are included USAID, US State Department, IMF, IBRD, UN, the British Council, and the EU.

An assessment of the economic, political, and governance context for development of a policy unit. Though not called for in the sow, context is crucial to the development and success of a policy unit. Generally, interview subjects were asked to comment on contextual factors – those that might facilitate a policy unit and those that might constrain its development.

An informal needs assessment with pertinent agencies or potential clients for a policy unit. The idea here was to develop some gauge of level or specificity of need and demand for such a unit, and to begin to get at the issue of how such a unit might be used.

A very informal institutional assessment was also conducted in order to make a preliminary judgement about the capacity of various PA agencies to take on a policy analysis, development, and management role. It should be noted that this assessment was highly informal, and quite preliminary. Should the mission decide to invest in a “policy unit” activity, it is imperative that a more formal and complete assessment be carried out in the candidate agency(s).

Delivery Order #37 – Sierra Leone Diamond Policy and Management Initiative

Objective: To engage in technical assistance using both public and private sector

expertise, and to provide technical assistance to the GOSL for the implementation of Article VII of the Lome Peace Agreement and UN Security Council Resolution 1306 (2000).

Status: The team, developed a draft Results Framework for the next phase of assistance to Sierra Leone with regard to management of its diamond resource. It targets the following as priorities:

- ◆ Mechanisms established for expending gold and diamond revenues efficiently & transparently
- ◆ Increased economic activity in diamond producing areas
- ◆ Increased diamond production/sales
- ◆ Greater Proportion of SL diamonds are marketed through formal channels (reduction in smuggling)
- ◆ Compliance with the letter and spirit of the UN Resolution

Following the workshop conducted by the IPC team in Freetown in March, a great deal of international support was generated to address the role that Sierra Leone's diamond resource has played in the perpetuation of its lawless condition. The Antwerp and Israeli diamond centers (both represented at the workshop) have since taken decisions to ban the purchase of "conflict diamonds." On July 5, 2000 the UN Security Council passed a Resolution that places an embargo on all Sierra Leone diamonds that are not properly certified by the government. The IPC team worked extensively with GOSL and civil society groups to improve the transparency and accountability of diamond mining operations (licensing, valuing, inspections, etc.).

Delivery Order #41 – Bangladesh Local Government Strengthening Project Design

Objective: A \$126,000 delivery order was negotiated at the end of FY00 for IPC to send a project design team to Bangladesh. The purpose was to assist USAID/Bangladesh in achieving its' democracy program's objective to build a movement for the reform and strengthening of local government.

Status: The team helped the Mission with the development of a Terms of Reference for a Local Government Strengthening project, using IPC participatory approaches. The result was a project design for local government strengthening in which the IPC approach is strongly featured.

C. Long-Term Overseas Technical Assistance

Delivery Order #09 - Ukraine Environmentally Sound Business Development (ESBD)

Objective - Assist Ukrainian counterparts with the implementation of results from

previous work in the Carpathian region. The previous work included the development of a strategic action plan for environmentally sound business development, including eco-tourism.

Outcome to Date: Starting in August 1996, the Environmentally Sound Business Development project supported small businesses in Western Ukraine to adopt more environmentally sound practices, thereby making them more efficient and more profitable. This objective was accomplished through intensive technical assistance on aspects of business planning as well as technical assistance aimed at transferring simple technologies. A second and related objective of the project was to promote policies in support of environmentally sound business development. To this end, MSI formed and led working groups, at the national, regional, and local levels that drafted policy papers and legislation in support of this objective.

Delivery Order # 10 – Egypt “Shrouk” Program – Policy and Institutional Reform Implementation (PRGP)

Objective - Assist the Government of Egypt to achieve incremental devolution of authority to the local level, leading to increased village council participation in public decision-making, and their increased effectiveness within an environment of reduced restrictions on their spheres of action. PRGP supports USAID/Cairo’s subgoal of “Improving the Environment for the Growth of Democracy” through contributions to the Mission’s Strategic Objective No. 3, “Increased Civil Society Participation in Public Decision-Making.”

Outcome to Date - The Shrouk project, based in Cairo, had a principal focus of supporting the Ministry of Rural Development in satisfactorily complying with all outstanding second tranche benchmarks. Technical assistance, coordination and administrative support were all provided to further this end. A monitoring and evaluation consultant was hired to develop and implement a system within Shrouk for monitoring and evaluating progress being made in the implementation of policy throughout villages of rural Egypt, and measuring progress vis a vis USAID results frameworks planned for the program. A large workshop was held with 600 participants to discuss the Shrouk process and how their governates viewed ongoing progress. Simultaneously and equally important, PRGP worked with ORDEV and STAT members to develop the Shrouk Village Committee Users Manual. A workshop was also held for ORDEV and the national and regional units of STAT, which promoted greater interaction and collaboration between the two entities. Due to withdrawal of U.S. support for this initiative, the project was closed out earlier than expected. A final briefing in Washington was held with Jim Billings, resident advisor in December 1998.

Delivery Order # 13 - Bulgaria Business Association Development

Objective - Assist USAID/Bulgaria in strengthening micro-, small-, and medium-size enterprises in Bulgaria, and the business association community.

Outcomes to Date - IPC helped sponsor the third national conference of SMEs and business associations in February 1998. A draft of the National SME Development Strategy was completed through a cooperative effort involving the business community, the Parliament, various ministries, and local experts in economics and law. A national summit meeting was held April 30 to discuss the SME policy in a town hall-type setting. The policy, a framework to guide decisions on legal reforms to create a more sound business environment, was then presented to Parliament and was ratified.

Several training and strategic planning sessions were held in May and June 1998 to assist business associations in various aspects of association management, membership development, advocacy training, public relations, and communications as part of an ongoing series of activities to strengthen the business association community. The first directory of Parliament was published with assistance from IPC. The directory is the primary resource that people in government, constituents, the business community, associations, other civic groups and donors use for information on Parliament. Strengthening the business association community has served to facilitate greater dialogue between government and business on policy changes, and has resulted in regular involvement of business representations in drafting new legislation. Results from IPC's assistance of particular significance have included the creation of a coalition of over 50 members of the business community, and a resulting increase in the frequency of that business coalition lobbying the government on issues of concern.

Delivery Order # 18- Honduras Policy Analysis and Implementation Project

Objective: Assist the Government of Honduras to strengthen the capacity of UDAPE. UDAPE's function is to assist the President's Economic Cabinet to improve the policy decision-making process and to conduct an effective implementation of the existing reform program.

Outcome to Date: IPC assisted UDAPE in its transition from the Ministry of Finance to a more prominent position directly under the Presidency. IPC also worked to enhance the integration of the social policy analysis component in collaboration with UNDP. Finally, IPC provided assistance to UNAT in the development of an institutional strategy and workplan under the new government.

Delivery Order # 33 – Honduras Policy Analysis and Implementation II

Objective: Assist the Government of Honduras in the functioning of UNAT to aid the President's Economic Cabinet in improving the policy decision-making process and conducting an effective implementation of the existing reform program.

Outcome to Date: Clarence Walker traveled to Honduras in April 1999 to assist UNAT in completing Honduras' master plan for reconstruction and development following the devastation left by Hurricane Mitch. That plan was presented to the multi-lateral donor group coordinating post-Mitch assistance in Stockholm in May 1999. Crosby also traveled to Honduras in May to assist the Ministry of Agriculture in initiating a strategic planning process.

Delivery Order # 20 - Tax Research and Policy Unit in the Tanzania Revenue Authority (TRA)

Objective: Establish a research and policy unit to enhance TRA's capacity to identify and understand the fiscal, economic and social implications of alternative tax policies.

Outcome to Date: IPC provided start-up assistance to the TRA and its staff. This assistance included technical/analytical training, provision of computers and training, strategic management training and other institutional development activities. Today TRA is recognized by virtually all donors involved in Tanzania as a critical entity in the effort to mobilize sufficient resources domestically to fund priority programs.

Delivery Order # s 15, 22 & 30 - West African Enterprise Network (WAEN) I & II

Objective: Assist the completion of management transition tasks and assist in implementing the regional activities called for under the WAEN 1997 Strategic Action Plan. Anticipate the involvement of the mature WAEN with other sub-regional organizations in implementing policy changes that favor private-sector-led growth in West Africa.

Outcome to Date: The second meeting of the West Africa Forum on Regional Economic Integration was held in Ouagadougou, Burkina Faso on March 18-19, 1998. Institutions attending the meeting included WAEN, ECOWAS, UEMOA, and CILSS. The participants developed action plans for three primary trade-related themes: 1) the facilitation of monetary transfers; 2) the improvement of regional air and sea transportation; and 3) a monitoring system of border crosses for observing abnormal trade practices.

Delivery Order #29 – Bulgaria Local Governance Initiative

Objective: The purpose of this activity was to provide technical assistance to strengthen Bulgarian Intermediate Support Organizations (ISOs), increasing their effectiveness as resources and influence for democratic local government. This strengthening encompasses MSI/RTI/DAI consortium-ISO technical collaboration to achieve measurable impact on:

- a) local and regional-level **democratic self governance**
- b) the capacity and effectiveness of municipal governmental management in a democratic context
- c) re-definition by central government of new roles and structures to increase **decentralization and empowerment of local government**
- d) the ability of ISOs to assume increased responsibilities at the phase-out of US-funded technical assistance in three years.

Under this TO, MSI provided technical assistance to build upon the strengths and accomplishments of past USAID-funded activities, specifically developing and organizing high-quality, fast-response expertise which effectively supports democratic development in Bulgaria's rapidly changing environment. Focus areas included facilitating training/seminars to increase local government involvement in national policy-making and legislative processes; assisting in the development of financial tools, resources, and practices to help local officials carry out their duties; assisting local governmental units to become more participatory and efficient; and assisting local governmental units in forging effective working partnerships with private and non-profit organizations to support local and regional government.

Developing the capacity of trainers to be able to function independently and effectively to support the growing demand for municipal skills and capacity is a major accomplishment of this project. Over 45 Bulgarians participated in advanced training and more than 20 were trained to train others. Training of trainers is now done exclusively by Bulgarians, also increasing the capacity of training organizations

Delivery Order #39 – Uganda Decentralization Project

Objective: This project was designed to support and strengthen the decentralization process in Uganda by providing support to 8 target districts within Uganda. The project objective was to increase Civil Society participation in advocacy, public decision making and government oversight, resulting in improved selected decentralized local government functions in the targeted districts. The Civil Society participation in the democratic process entailed two foci; increasing the capacity of CSOs to advocate effectively, and actively monitor local government activities; and assisting CSOs in using their roles in a collaborative manner with local governments on behalf of their constituencies.

The IPC Decentralization project team analyzed the needs and issues identified in the target districts through assessments. Specifically the assessments identified key opportunities for

achieving increased civil society participation in advocacy, public decision making and oversight of government and improved selected decentralized local government functions in targeted districts. A summary analysis of the assessment data and observations was followed up with several recommendations for continuing initiatives in decentralization.

Delivery Order #40 – Guatemala Education Reform Support

Objective: The purpose of this delivery order was to support the implementation of key education reform strategies and policies that foster cultural pluralism and gender equity in Guatemala.

Outcome To Date: The Guatemala Policy Education Support project directly contributed to the achievement of education strategies and policies that enhanced cultural pluralism and gender equities. The project assisted in strengthening the capacity and commitment of the Ministry of Education to implement reforms. Technical assistance was provided to civil society organizations (CSOs) to begin the process of enhancing their capacity to influence government action in policy reform and constituency building, for policy change within civil society. An increase in the participation of CSOs in education policy dialogues and advocacy resulted.

II. Research Products

Country Case Studies

Building Public Capacity in support of Private Sector Trade and Investment in Guinea-Bissau (FY 95)

Improving Policy Formulation and Implementation in Zambia (FY 96)

Managing Policy Reform in an Economy in Transition: Integrating Financial Information in Vietnam (FY 96)

Good Governance in Sheep's Clothing: Implementing the Action Plan for Regional Integration of the Livestock Trade in West Africa's Central Corridor (FY 97)

The West Africa Enterprise Network (FY 96)

Managing Policy Reform in an Economy in Transition: Integrating Financial Information in Vietnam (FY 96)

Small and Medium Enterprise Policy Reform in Bulgaria (FY 00)

Research Notes

Research Note No. 1. *Linking Applied Research and Technical Cooperation in Strategic Management for Policy Change (FY 91)*

Research Note No. 2. *Coordination Issues in Policy Implementation Networks: Managing Madagascar's Environmental Action Plan (FY 93)*

Research Note No. 3. *Sommaire d'un etude sur l'execution des politiques de la gestion des ressources naturelles en Afrique (FY 92)*

Research Note No. 4. *Implementing Policy Change: A Summary of Lessons Learned (FY 96)*

Research Note No. 5. *How Can Research Influence Policy Change? Evidence from Africa (FY 98)*

Technical Notes

Technical Note No. 1. *Strategic Planning and Strategic Management: What Are They and How Are They Different? (FY 91)*

Technical Note No. 2. *Stakeholder Analysis: A vital tool for Strategic Managers (FY 92)*

Technical Note No. 3. *Policy Characteristics Analysis (FY 92)*

Technical Note No. 4. *Management and the Environment for Implementation of Policy Change: Part One (FY 92)*

Technical Note No. 5. *Management and the Environment for Implementation of Policy Change: Part Two (FY 92)*

Technical Note No. 6. *Using workshops for Strategic Management of Policy Reform (FY 94)*

Technical Note No. 7. *Developing Lobbying Capacity for Policy Reform (FY 96)*

Technical Note No. 8. *Consultant Roles in the Strategic Management of Policy Change (FY 97)*

Technical Note No. 9. *Managing Disputes and Building Consensus: A Guide to Applying Conflict Resolution Mechanisms When Implementing Policy Reform (FY97)*

Technical Note No. 10, *Negotiated Rule Making: Process to Implement Compliance with Regulations* (FY97)

Technical Note No. 11, *Taking Account of Accountability: A Conceptual Overview and Strategic Options* (FY01)

Published IPC Papers

Mike Bratton, Harry Garnett, Julie Koenen-Grant, and Catherine Rielly, *Policy Management in Africa's Democracies*; The Journal of African Policy Studies; Volume 5, Number 1; 1999.

Derick Brinkerhoff, with assistance from Nicolas Kulibaba, *Perspectives on Participation in Economic Policy Reform in Africa* Studies in Comparative International Development, Vol. 31, No. 3, Fall 1996.

Yacouba Konate and Catherine Reilly, "Africa's New Leaders in Network on Democratic Governance: Conference in Mali, April 1996," in EDI Partnership, Autumn/Winter 1996.

Derick Brinkerhoff, "Effective Implementation is Key to Achieving Policy Results" in EAGER Report, Issue No. 1, Winter 1997.

Harry Garnett, Julie Koenen-Grant, and Catherine Reilly, "Managing Policy Formulation and Implementation in Zambia's Democratic Transition," Public Administration and Development, 1997.

Derick Brinkerhoff (ed.) Policy Analysis Concepts and Methods: An Institutional and Implementation Focus, Greenwich, CT: JAI Press, Policy Studies and Developing Nations Series, Vol. 5, 1997. (Note: This collection contains five chapters on IPC cases and experience.)

World Development Report - Special issue featuring IPC papers

Derick Brinkerhoff and Arthur A. Goldsmith. 1992. "Promoting the Sustainability of Development Institutions: A Framework for Strategy." World Development. Vol. 20, No. 3, pp. 369-383.

Derick Brinkerhoff. 1992. "Looking Out, Looking IN, Looking Ahead: Guidelines for Managing Development Programs." International Review of Administrative Sciences. Vol. 58, No. 4, December, pp.483-503.

Derick Brinkerhoff. 1995. "African State-Society Linkages in Transition: The case of Forestry Policy in Mali" Canadian Journal of development Studies. Vol. XVI, No. 2, pp. 202-227.

Derick Brinkerhoff. 1995. "Technical Cooperation for Capacity Building in Strategic Policy Management in Developing Countries." Washington, DC : American Society for Public Administration, Section on International and Comparative Administration, Occasional paper

Series, September.

Arthur A. Goldsmith. 1995. "*Strategic Management in International Development: Problems and Promise.*" Washington, DC: American Society for Public Administration, Section on International and Comparative Administration, Occasional Paper Series, September.

Derick W. Brinkerhoff. 1996. "*Technical Cooperation for Building Strategic Policy Management Capacity in Developing Countries.*" International Journal of Technical Cooperation, Vol. 2, No. 1, Summer, pp. 1-18.

Derick W. Brinkerhoff. 1998. "*Strategic Implementation of Policy Reforms: Lessons for Civil Society and Non-governmental Organizations.*" Institutional Development, Vol. 5, No. 1, pp. 16-19 (Society for Participatory Research in Asia).

Derick W. Brinkerhoff. 1999. "*The Implementation of Environment and Natural Resources Policy in Africa: Blending Regulatory Enforcement with Community Participation.*" International Journal of Organization Theory and Behavior, Vol. 2, Nos. 1&2, pp. 233-259.

Derick W. Brinkerhoff. 1999. "*State-Civil Society Networks for Policy Implementation in Developing Countries.*" Policy Studies Review, Vol. 16, No. 1, pp.123-148.

Derick W. Brinkerhoff. 1999. "*Exploring State-Civil Society Collaboration: Policy Partnerships in Developing Countries.*" Nonprofit and Voluntary Sector Quarterly, Vol. 28, No. 4, Supplement, pp. 59-87.

Derick W. Brinkerhoff. 2000. "Democratic Governance and Sectoral Policy Reform: Tracing Linkages and Exploring Synergies." World Development, Vol. 28, No. 4, pp. 601-615.

Derick W. Brinkerhoff. 2000. "Assessing Political Will for Anti-Corruption Efforts: An Analytic Framework." Public Administration and Development, Vol. 20, No. 3, pp. 239-253.

Working Papers

Working Paper No. 1, *Looking Out, Looking In, Looking Ahead: Guidelines for Managing Development Programs* (FY 91).

Working Paper No. 2, *Beyond Policy Reform in Africa: Sustaining Development through Strengthening Entrepreneurship and the Non-governmental Sector* (FY 91).

Working Paper No. 3, *Implementing Privatization Policy in Developing Countries: A Selected Literature Review* (FY 93).

Working Paper No. 4, *Assessing Policy Implementation Success: Observations from the Philippines* (FY 94).

Working Paper No. 5, *Export Expansion and Investment Promotion in Sub-Saharan Africa: Implementation Constraints to Getting the Policies Right* (FY 94).

Working Paper No. 6, *Sustaining Economic Reform in Sub-Saharan Africa: Issues and Implications for USAID* (FY 94).

Working Paper No. 7, *The Implications of Political Change in Africa for the Special Program*

for Africa (SPA) Donors (FY 94).

Working Paper No.8, *Perspectives on Participation in Economic Policy Reform in Africa.* (FY 94).

Working Paper No. 9, *Making Managers More Effective: Applications of Strategic Management.* (FY 95).

Working Paper No. 10, *Policy Analysis Units: Useful Mechanisms for Implementing Policy Reform* (FY 96).

Working Paper No. 11, *Policy Implementation, Conflict, and Dispute Resolution.*(FY 1997)

Working Paper No. 12, *State-Civil Society Partnerships for Policy Implementation in Developing Countries* (FY 97)

Working Paper No. 13, *Political Will for Anti-Corruption Activities* (FY 97)

Working Paper No. 14, *Managing Development in Complex Emergencies* (FY 97)

Monographs

Monograph No. 1, *Enhancing Capacity for Strategic Management of Policy Implementation in Developing Countries* (Brinkerhoff) (FY 96).

Monograph No. 2, *Organizational Dimensions to the Implementation of Policy Change* (Crosby) (FY 96).

Monograph No. 3, *Increasing the Influence of the Private Sector in Policy Reforms* (Scribner) (FY 97).

Monograph No. 4, *Co-Managing Natural Resources in Africa: Implementing Policy and Institutional Change in Five Countries* (Brinkerhoff, Honadle) (FY 96).

Monograph No. 5, *Democratic Governance and Sectoral Policy Reform: Linkages, Complementarities, and Synergies* (Brinkerhoff) (FY 98)

Monograph No. 6, *Participation Revisited: A Managerial Perspective* (Crosby) (FY 99)

Monograph No. 7, *Executive Offices and Policy Management in Africa's New Democracies* (Bratton, Garnett, Koenen-Grant, Rielly) (FY 99)

Monograph No. 8, *Taking Account of Accountability A Conceptual Overview and Strategic Options.* (Brinkerhoff) (FY 01)

Special Study

Implementing Uganda's NEAP (FY 97)

Decentralization as a Means of Building Democracy (FY 97)

Implementing Natural Resource Management Policy in Africa (FY 92)

Forestry Policy Reform in Mali: An Analysis of Implementation Issues (FY 93)

Madagascar's Environmental Action Plan: A Policy Implementation Perspective (FY 93)

Implementation of the Gambia Environmental Action Plan (FY 94)

Participation in Economic Policy Reform in Africa: A Review of the Literature (FY 94)

Building an Institutional and Policy Framework to Support Small and Medium Enterprises: Learning from other cultures (FY 94)

Private Sector Participation in Identification and Realization of Trade Opportunities in West Africa (FY 94)

Botswana's National Conservation Strategy: Organizing for Implementation (FY 94)

Democratization and Growth of the South African Economy: Barriers to Entry (FY 95)

Improving the South African Investment Climate (FY 95)

Fostering Community Resource Management in Zimbabwe: An assessment of Policy Implementation in the Forestry Commission and the Department of National Parks and Wild Life Management (FY 96)

Uganda and the National Environmental Action Plan: Focusing on Implementation (FY 98)

The Green Road to Financial Sustainability: A strategy for more effective Environmental Work in Africa (FY 99)

Policy Implementation: What USAID Has Learned (FY 00)

Strategic Management Tools to Support HIV/AIDS Policy Change: A Toolkit (FY 01)

III. Dissemination and Utilization Highlights

A major focus of IPC II during its final years is on dissemination of its research products, frameworks and lessons learned over the life of the project. The explicit priority is on getting useful information into the hands of host country managers and development professionals. Below are some highlights of the project's dissemination and utilization efforts:

1. The IPC project team provided Diana Swain with a two-page write-up to accompany the G/DG Center's communication to the field regarding IPC's dissemination efforts. Presentations were made to the E&E Bureau and a representative from USAID/Jordan. September 1999.
2. The IPC team conducted a semi-annual review of its work for an audience of USAID staff at the RRB on October 28, 1999. Larry Cooley introduced the session, and Mark Gallagher, Ben Crosby, Bert Spector, Ed Anderson and Russ Webster gave presentations on their perspective projects. Selected IPC Publication Materials were copied and delivered to the DG Officers Training at the Washington Hilton in December 1999. Ben Crosby conducted an IPC dissemination workshop for USAID/Guatemala during the Oct 1999 – Dec 1999 quarter.
3. Larry Cooley of MSI and Pat Isman-Fn' Piere of USAID/GDG conducted an IPC dissemination workshop for USAID/Armenia and USAID/Georgia during the Jan. 2000- March 2000 quarter. IPC continued to provide assistance in preparation for the participatory Policy-Making Conference planned for May 2000.
4. IPC co-hosted a dissemination workshop in Washington with G/EG's Biodiversity Support Program. The workshop was titled, Greening Democracy and Governing the Environment: Managing for Cross-Sectoral Results. IPC Research Director, Derick Brinkerhoff, gave a presentation at the opening session on "Greening Democracy and Governing the Environment: Where are the Synergies?" Presentation at USAID Workshop. About 60 people attended the workshop. July 18 2000.
5. IPC held a discussion session at the DG Center on the IPC Working Paper under development focused on "Analyzing Accountability and Democratic Governance." IPC Research Director, Derick Brinkerhoff, made a presentation based on his draft outline. Staff members from each of the Center's program areas attended, about 10 people in total, including the Center's Deputy, Jim Vermillion. July 20 2000.
6. IPC conducted a dissemination workshop for USAID/Haiti in September 2000. IPC's Derrick Brinkerhoff, working with the Mission's JDG staff, put on the workshop. The workshop program had three components: a) a clarification and discussion of JDG terms (civic action, civil society, community action, advocacy), b) the IPC presentation and

discussion, and c) preparation of preliminary action plans to incorporate the IPC approach and tools into Mission programming for education, secondary cities/decentralization, and environment. There were about 10 people in the workshop. Participants were quite engaged in the IPC presentation, and there was a lot of input, dialogue, and interchange.

7. In 1995, an IPC website was created with basic information about the project and access to IPC publications [<http://ipc.msi-inc.com>]. In the spring of 1999, this website was greatly enhanced with more up-to-date features, information, and smarter graphic design, making a more user-friendly and accessible website for information dissemination. For example, two-page briefs were developed that summarize the IPC Technical Notes. These are now available on the IPC website.
8. USAID/ San Salvador's Green Project employs stakeholder analysis and institutional mapping methodologies, and has emphasized the building of policy coalitions. The project focuses on environmental policy reforms. (FY 1996)
9. CIDA's Policy Branch has reoriented the focus of the Canadian government's approach to institutional capacity building to concentrate more on the process aspects of implementation capacity. Furthermore, CIDA has introduced the IPC approach into the deliberations of the multi-donor DAC committee on capacity- building, which has led to changes in thinking about capacity-building among other donors as well. (FY 1996)
10. Several of IPC's Technical Notes have been adopted by the World Bank's Economic Development Institute as training materials. Notes have been translated into Russian for use in Russia's Institute of Privatization and EDI training seminars. A World Bank discussion paper (Fowler, 1994) on stakeholder analysis cites IPC's Stakeholder Analysis Technical Note extensively and adopts the analytic criteria presented by the Note. IPC techniques in political mapping were adopted by Haitian President Preval's private cabinet to improve policy implementation strategy development through assistance provided by the World Bank. (FY 1996)
11. In November 1998, the IPC Publications Binder was mailed out to 160 people, including USAID Democracy Officers, D/G Center Staff, host-country nationals and development practitioners.
12. IPC research products are now part of the teaching materials for development-related courses being conducted at Harvard's Kennedy School, Duke, Columbia and Rutgers.
13. In June 1999, L. Cooley and B. Crosby participated in a meeting with ENI staff to discuss the challenges of policy implementation. Crosby conducted a presentation of the policy implementation task framework, and both took part in a wide-ranging discussion about applications of the framework and the challenges of policy

implementation. Approximately 40 ENI staff attended this discussion. Reviews have been mixed about the success of this dissemination exercise. While the IPC presentation did provide the attendees with a good explanation of the policy implementation framework, the feedback we have received is that this would have been more useful if had been anchored more closely to the key issues that are emerging from ENI's stock-taking exercise.

14. At the IPC-sponsored African Leadership Conference held in March 1999 a portion of the program was used to present some of the more useful and relevant lessons learned from the project to the representatives of nine African Executive Offices. In addition, binders containing selected IPC publications were provided to each participant.

IV. Lessons Learned from IPC

Introduction

Developing and transitional economies face the twin challenges of democratization and economic liberalization. These political and economic forces have loaded host country governments with a daunting array of policy reform challenges. To meet these challenges and realize reforms, public officials must often deal with changes in their roles, severe institutional constraints, new interaction patterns with other agencies and with civil society, and pressures for showing results. What is available to help with policy reform? This document, which is based largely on lessons learned under USAID's Implementing Policy Reform Project, summarizes what USAID has learned.

USAID's approach to policy reform draws much from the Agency's earlier experience improving project and program management. For instance, results-based planning, management by objective, beneficiary participation, and action-training (linking learning with doing) are as relevant to policy reform as they are to project and program management. There are, however, some important features that distinguish policy reform activities from projects and programs. These features combine to make policy implementation complex and difficult, challenging even the most experienced host country public managers. What are these distinguishing features?

- Policy implementation is not a linear, coherent process. With policy implementation, change is often multi-directional, fragmented, frequently interrupted, and unpredictable. How to sequence actions, what to pay attention to, and who to include can be hard to determine, and can vary over the life of the policy change process.
- No single agency can manage the policy implementation effort. In almost every case, policies require the concerted actions of multiple agencies and groups. Even if one of them is nominally the lead agency, in reality no individual entity is "in charge" of policy implementation. Authority and responsibility are dispersed among the actors involved, which means that traditional command-and-control management is not applicable.
- Policy implementation creates winners and losers. As opposed to projects and programs, which distribute benefits to some, but not to all, policies usually involve the imposition of costs on some societal groups as well as advantaging others. This means that policy reforms often become highly politicized. Most often, the losers are those who benefit from the current state of affairs in the country and who are in a powerful position to defend the status quo and resist change.
- The resources required to implement policies may not be readily available. Projects and programs have dedicated budgets, but policies— particularly at the start of the reform—

often lack the resources needed for implementation. Making progress means lobbying for new funding, identifying existing sources of implementation support, and negotiating for resource reallocation. All of these efforts are subject to the vagaries of national budgeting processes and shifting political winds.

Policy Implementation Tasks

The distinctive characteristics of policy implementation made it clear that would-be implementors needed a new way of thinking about how to manage the reform process. Through IPC, USAID developed a framework to help policy managers understand and navigate the complexities associated with policy implementation. The framework divides policy implementation into six tasks that are roughly sequential, though they all need to be revisited over the life of a given reform. These are presented below, along with brief examples of what they look like in practice.

1. Legitimation, or getting the policy accepted as important, desirable, and worth achieving, is the first implementation task. This is especially critical for policies that are part of a donor assistance package, which risk being seen as externally imposed. Legitimation means getting buy-in from the right people in the country to push the reform process forward. An important outcome of this task is the emergence of a policy champion (an individual or group who believes in the policy) to take on leadership for the subsequent implementation tasks. In Ukraine, for example, USAID assistance helped springboard widespread concerns about the negative effects of corruption on private investment into the eventual adoption of a clear set of transparent rules and regulations for business. Meetings at the local and national level forged a consensus on the desirability of the business community working with public officials to curb abuses. This laid the groundwork for a locally focused strategy to implement the new regulations. Similarly, in Uganda, a USAID-supported team helped to get government policy toward the private sector accepted as a legitimate issue by organizing a series of government-business consultations, the first of which was chaired by President Museveni. The consultations were formalized as the Uganda National Forum. Today, many observers credit the Forum as a catalyst leading to the pro-private sector policy environment and increased private investment that the country currently enjoys.
2. Constituency Building, or gaining active support for a proposed policy from groups that see the reform as desirable or beneficial, is the second implementation task. This support needs to translate into commitment to take actions that will help to achieve the policy objectives. In tandem with seeking out supporters, constituency building seeks to reduce or deflect the opposition of groups who consider the proposed reform measure to be harmful or threatening. This task must often be pursued throughout reform implementation to assure ongoing support and to ward off derailment. Participation is a key element in most constituency building, as demonstrated by the broad-based consultative process that USAID created to advance the implementation of regionally integrated transportation and communication policy in the 11 member countries of the Southern African Development

Community (SADC). A series of large national workshops invited public and private sector actors into the process, and discussed and prioritized the issues relevant to each of the sectors. Then regional workshops assembled the national input, ironed out points of disagreement, and produced draft policy protocols. These protocols were incorporated into regional treaties and eventually adopted by each SADC member country. The result was harmonized standards and regulations for railway, road, ports and shipping, air transport, telecommunications, postal service, and meteorology implemented uniformly throughout the region.

3. Resource Accumulation, the third policy implementation task, means ensuring that present and future budgets and human resource allocations are sufficient to support policy implementation requirements. Accomplishing this task can involve a variety of activities: for example, lobbying constituencies to contribute resources, negotiating with ministries for budget line-item funding, designing new resource allocation systems, and so on. In Egypt, for example, the National Program for Integrated Rural Development introduced governance policy reforms to strengthen local government. USAID supported technical assistance to help sub-national authorities to design and manage a decentralized decision-making and resource allocation system. This system promoted demand-driven local-level planning and project implementation in support of the government's decentralization policy, resulting in a better fit between local needs and use of resources.
4. Organizational Design/Structure is the fourth policy implementation task. This involves adjusting the objectives, procedures, systems, and structures of the agencies responsible for policy implementation. Sometimes this task can also include establishing new organizations, formal or informal, that link the various entities with a role to play in implementation. Mali's Forestry Department, with USAID analytic assistance, examined the fit between its existing structures and procedures, and the implementation requirements of a revised forestry law that mandated resource management in cooperation with local communities. The analysis led to changes in the Department's operations; forestry agents moved away from being policemen toward assisting communities to achieve a sustainable balance between tree cutting and conservation. For example, instead of concentrating on issuing fines for illegal tree cutting, the agents worked with community resource management committees to develop tree harvesting plans and local enforcement procedures. In Zambia, USAID facilitated the creation of a Policy Analysis and Coordination Unit in the Office of the President whose purpose was to bridge the gap between policy formulation and implementation. The unit put in place new systems, procedures and structures for making policy in a more participatory, coordinated fashion, and for tracking implementation progress. In West Africa, USAID provided assistance to implement regional livestock trade policy. For the three countries involved, an informal committee structure was established that assembled government officials and private sector operators for dialogue, action planning, and results monitoring. This structure contributed to the success achieved in reducing excessive fees charged to livestock producers, eliminating needless regulations, and increasing the volume of livestock trade in the region.

5. Mobilizing Actions, the fifth task, builds upon the favorable constituencies assembled for the policy (Task 2) and marshals their commitment and resources to engage in concrete efforts to make change happen. Its focus is on identifying, activating, and pursuing action strategies. It brings together mobilized constituencies and resources, and within the organizational structures created, develops and carries out the steps necessary to translate intent into results. In Bulgaria, business associations, with USAID support, organized to work collaboratively with government to develop a new small and medium enterprise law. This collaboration followed a constituency building campaign with small and medium enterprises to identify their interests and prepare a policy dialogue agenda. In Mozambique, USAID helped to organize national and provincial workshops to facilitate the implementation of the country's decentralization policy. These workshops fostered debate and helped to build a consensus among government and civil society stakeholders on strategies, roles, responsibilities, and actions to make decentralization operational.
6. Monitoring Impact, or setting up and using systems to monitor implementation progress, is the final policy implementation task. Monitoring systems not only alert decision-makers to implementation snags, but also inform them of the intended and unintended impacts of implementation efforts. Through USAID-provided assistance, Honduras established a Policy Analysis and Implementation Unit to assist the President's Economic Cabinet to improve policy decision-making with a strong focus on tracking implementation and results achieved. As a result, Cabinet ministers managed their sectoral portfolios more effectively, and finetuned investments to respond to citizens' needs. The need for policy monitoring capacity figured prominently in the recommendations of a USAID-sponsored study for the Palestinian Authority of ways to improve policy-making. In West Africa, the livestock action plan committees monitored compliance with the plan's steps to reduce excessive regulation, and flagged problems. Livestock producers credited this monitoring and oversight with keeping the reforms on track and achieving the intended reductions in petty corruption and commerce-inhibiting regulation.

The Managerial Dimension of Policy Implementation

An important use of the implementation task framework is to diagnose problems and roadblocks facing a policy reform effort. For example, if policy implementors are encountering difficulties in securing the resources they need for implementation (Task 3), it might be that insufficient attention was paid to legitimizing the policy and building supportive constituencies (Tasks 1 and 2). Beyond analysis, however, the task framework can help implementors with the managerial dimension of policy implementation. It can be used, for example, to map out implementation strategies to achieve long-term objectives, and/or to guide day-to-day management of the reform by pinpointing areas needing immediate attention.

Once policy implementors have located where they are in the implementation task sequence and have determined what needs to be done, **strategic management** can systematically help them

**Box 1: Strategic Management Capacities for
Implementing Policy Change**

Strategic management capacities are important to enable policy implementors to deal with the challenges of policy reform. Strategic management can be thought of in terms of a conceptual "shorthand" as capacity to: 1) look outward, 2) look inward, and 3) look ahead.

Looking out. The tendency of managers to concentrate on the pursuit of day-to-day bureaucratic routines to the exclusion of being proactive or attentive to performance is well recognized. Policy implementors need to build capacity to extend their focus beyond the boundaries of their individual organizations. This means becoming more aware of who and what is "out there," and figuring out how to respond appropriately. In essence, this calls for capacity in strategic planning and management. It includes the ability to identify key stakeholders; create opportunities for participation; forge partnerships among public, private, and voluntary sectors; set feasible objectives; build constituencies for change; and resolve conflicts.

Looking in. Efficient internal structures, systems, and procedures are important for achieving results. Critical to this kind of capacity are efficient and effective ways to design and implement programs; to set up and manage organizations; to hire, train, and motivate personnel; and to allocate, monitor, and account for financial and other resources. Without achieving some minimal level of operational efficiency, it is difficult to think or act strategically.

Looking ahead. The third capacity relates to bringing together strategy, structure, and resources to achieve policy goals. It includes attention to sustainability, which implies the capacity to be anticipatory and proactive, not just responsive and reactive. Dealing with what is critical today is not enough. Policy implementers must be capable of identifying and preparing for what will be critical tomorrow and the next day as well. This includes operational capacity in evaluation and monitoring; but extends beyond to those more intangible capabilities, such as leadership, agenda-setting, and visioning.

reach their objectives. Strategic management is not a how-to guide, but rather a way of thinking about or tackling a problem. Strategic management helps policy implementers to manage by directing them to look out to the external environment, look in at organizations and structures, and look ahead to melding strategy, structure, and resources over time. Box 1 summarizes the three-way orientation of strategic management. The outward- and forward-looking elements of strategic management are particularly essential for coping with the "nobody in charge" characteristic of policy implementation.

USAID has found that improving the strategic management skills and capacities of policy

implementors can facilitate the achievement of policy reform objectives and impacts. Skill building can be accomplished either through management training or process consulting, or through combining these two approaches. Training, for example, was an integral part of setting up Zambia's Policy Analysis and Coordination Unit; every permanent secretary in government participated in training workshops on strategic management. This training was geared toward improving the ability of these officials to plan and carry out sectoral and public service reform policies. In Madagascar, USAID selected key managers responsible for the implementation of priority environmental policies to attend a training course in strategic management for policy implementation. In South Africa, USAID provided training to the new heads of the country's post-apartheid provincial governments. In Ukraine, USAID arranged for a strategic management and negotiation skills workshop for professors at the Ukraine Academy for Public Administration. The faculty members who attended incorporated the material into their existing courses, and planned to develop a new course on strategic management for their students.

Building skills through process consultation, which actively involves people in problem-solving and in focusing on how to work together effectively, is a more long-term endeavor than using training alone. Process consultation requires learning-by-doing, usually facilitated by an external advisor. In Bulgaria, for example, a USAID-financed advisor coached business associations to become more effective advocates for policy reform by leading them through issue identification, constituency building, and policy dialogue using strategic management tools. In the Philippines, USAID-supported process facilitators helped a joint team from the Department of Finance and the Customs Bureau to guide the Inter-Agency Tax Credit and Duty Drawback Center from start-up to operations. The Center achieved remarkable success in streamlining tax rebate procedures for Philippine export firms, which resulted in cutting operating costs to exporters, thereby enhancing their competitiveness, and in reducing corruption, which had plagued the tax rebate system in the past. In Tanzania, a tax policy reform effort combined training with process consultation. Staff of the Tanzania Revenue Authority received strategic management training that was followed up periodically by in-country visits from a tax policy expert, who helped the staff apply what they had learned to move the reform forward. Preliminary indications are that tax collection and taxpayer compliance have increased, and fraud and corrupt practices have decreased.

Policy Implementation Tools

To help policy implementers address the different elements (i.e. outward-, inward-, and forward-looking) of strategic management, USAID has underwritten the development and refinement of a set of policy implementation tools. These tools are versatile, and can be applied to policies across a broad range of sectors, and to the sequence of policy implementation tasks. A sample of these tools, with some illustrative applications, include the following:

- Stakeholder Analysis helps managers identify individuals and groups that have an interest, or a stake, in the outcome of a policy decision. It provides a framework for

assessing the strength of stakeholders' support or opposition, and the resources stakeholders have at their disposal to act upon their position. USAID's assistance to the Tanzania Revenue Authority featured training in stakeholder analysis and application of the tool to the elaboration of various revenue-generation alternatives; this was critical, for example, to devising strategies to increase taxpayer compliance. In El Salvador, stakeholder analysis assisted a judicial sector working group to develop a strategic management plan. In Lesotho, stakeholder analysis workshops helped the Ministry of Agriculture gain a better understanding of citizens' interests and positions relevant to livestock grazing and agriculture policy. In India's Madhya Pradesh State, a stakeholder analysis helped USAID avoid a costly mistake. In the process of developing a women's and children's health project, the Mission conducted a stakeholder analysis to determine the degree of support for, and consensus on, the project's approach to health service delivery and the allocation of implementing responsibility. The analysis uncovered significant disagreements and government unwillingness to delegate operational authority to NGOs and local communities. USAID decided that the project would not be able to achieve its objectives and cancelled it.

- Political Mapping takes stakeholder analysis one step further by creating a graphic representation of the political landscape for a given policy. The map permits a finer-grained assessment of the support and opposition facing policy implementation, and allows implementors to track how various implementation strategies might rearrange coalitions of supporters and opponents. In Ecuador, USAID assisted a health sector reform team to conduct a mapping exercise that contributed to strategically managing the introduction of new methods of financing health service delivery. The map helped the team to reduce the opposition of health worker labor unions to the reform. In El Salvador, the agency for environmental protection received technical assistance in political mapping to build scenarios of likely support and opposition to environmental policy reforms in the forestry, water, and coastal resources sectors. As a result, the agency carried out a series of citizen consultations to increase understanding and support for the new environmental policies.
- Policy Workshops are a process tool that enables stakeholders to share information, discuss issues, build consensus, and/or develop action plans. Policy workshops are a variant of the team-planning meetings and project-launch workshops used for program start-ups. The SADC constituency building effort for transportation and communications policy mentioned above is an example of the use of sequenced workshops to move policy issues through a process of issue identification, discussion, consensus building, and protocol development. Another example comes from Ghana, where USAID supported a public-private workshop that focused on diversifying exports. This workshop brought together prominent members of the business community, Ghana Export Promotion Council staff, and representatives of the Ministries of Finance, Trade, and Agriculture. It created a shared understanding of the

policy issues and implementation constraints to sustained growth in non-traditional exports and built agreement on what actions could be taken to improve export promotion policy.

- Negotiation, another process tool, figures prominently in policy implementation. It consists of a set of analytic methods for breaking issues down into negotiating points, determining acceptable outcomes, and defining bargaining strategies. These methods are integrated with interpersonal communications techniques for managing discussion, dealing with conflicts, and reaching agreements. The SADC protocol workshops, for example, employed negotiation to get the national and regional constituents to agree on the elements to be included in the protocols that the member countries later voted on and ratified. In South Africa, USAID provided support to local associations to improve their negotiation, lobbying and advocacy skills so that they could engage in policy dialogue with government on promoting small business in general and black small businesses in particular. For example, one of the associations, the National Federation of African Chambers of Commerce, focused on barriers to entry. They commissioned a study that they subsequently used to lobby successfully for streamlined procedures to establish small businesses. In Bulgaria, a USAID technical assistance team is helping local officials to develop negotiation skills in the context of decentralization policy that seeks to devolve increased responsibilities to local municipalities. Implementing the policy calls for ongoing negotiation between central authorities and the municipalities regarding resources, responsibilities, and procedures.
- Coordination deals with how to link the multiple actors involved in policy implementation so that the reform steps they undertake are complementary and contribute to achieving the intended policy reform outcomes. Coordination includes information-sharing, resource-sharing, and joint action. These vary in administrative intensity from low to high; meaning that information-sharing requires less management effort and organizational adjustment than joint action. Focusing on coordination can help policy implementation partners to: specify which kinds of coordination will be most helpful, articulate some common ground rules for their partnership, make sure the rules don't become overly formalized and constraining, and look for win-win opportunities to work together. USAID pioneered approaches to improving the policy coordinating capacity of executive offices of African countries. It sponsored two regional African Executive Office Conferences, which provided a forum for executive office staff (usually from the Office of the President of their country) to learn about best practices from other countries from the region and beyond. The success of these conferences led to the development of a formal information-sharing network of African Executive Office staff with members from ten countries. As part of the establishment of policy analysis and implementation units, USAID provided technical assistance to improve policy coordination in Honduras, Zambia, and Jamaica. In Zambia, for example, developing rules for content and format of policy proposals submitted for Cabinet debate greatly improved coordinated decision-making by giving ministers a

common information base that highlighted trade-offs and complementarities among policy options. In Jamaica, the unit helped to identify and eliminate redundant and conflicting functions in the Ministry of Finance and the Central Bank, which resulted in more efficient coordination of fiscal policy.

Organizational Complexity

A fundamental challenge facing policy implementors is organizing and pursuing action in light of the “nobody in charge” characteristic of reform settings. Because reforms call for complex intervention by more than a single ministry, department, or organization, the natural tendency to use the principle of hierarchy to structure multi-organization relationships doesn’t work well.

Establishing a hierarchical chain of command of superiors and subordinates usually breaks down if tried across organizational boundaries. This creates a dilemma for policy implementors: what kinds of organizational venues are available that can help different organizations and groups to work together but that do not rely solely on hierarchy and formal authority? USAID’s experience around the world with analyzing and facilitating policy implementation reveals some options:

- Forums: These are events, meetings, or settings designed to exchange information and opinion, promote dialogue, and identify issues requiring action. They are often broadly participatory, assembling government officials, politicians, and members of civil society to air their views on the impact of current policies or the desired shape of future policies. Forums can be town meetings, parliamentary hearings, ad hoc workshops, or seminars. They don’t necessarily have to be face-to-face; electronic networks, radio or television debates, and print media exchanges also qualify. Examples of forums are: the national and regional workshops in Southern Africa that progressively refined the SADC transportation and communication protocols; the Uganda National Forum, which legitimized dialogue on business policy between government and the private sector; the town meetings held in Bulgaria to develop a new small and medium enterprise policy; and also in Bulgaria the television call-in show to debate a variety of national policy reforms.
- Arenas: These are the places where policy decisions occur. They can include discussion and debate, but they differ from forums in that binding decisions are made. Policy arenas can include executive cabinet meetings, legislatures, parliamentary committees, regional or local governing commissions, and ministerial councils. Examples of arenas created as part of policy reforms include: the policy units in Zambia and Honduras, and the regional livestock trade policy committees in West Africa. The meetings of the policy committees brought together government and private sector representatives from the three countries involved, and because decisions taken were publicly affirmed by all the participants there was very little backsliding or failure to follow through; this helped the reform measures to be implemented and to achieve their intended results.

- Courts: Courts are venues where disputes over the interpretation or implementation of policies can be adjudicated, which includes not simply formal legal cases. In this sense, “courts” contain both the judicial structures familiar to most and other dispute resolution mechanisms. For example, in Mali’s forestry policy reform, community organizations that are allocated responsibility for resource management use traditional village councils to monitor compliance, resolve disputes, and punish offenders. This local judicial mechanism is an important element in implementing community-based forestry programs.
- Agencies: These are the entities charged with taking policy implementation actions. To function effectively, they need to become more outwardly-focused, more open to external input, more collaborative, and less control-oriented. When existing formal organizations (likely to be hierarchies) are given responsibility for policy reform actions, the challenge is often to help them to become less hierarchical and inward-looking. For example, USAID provided strategic management assistance to The Gambia’s Ministry of Finance to help the ministry become a more effective implementer of economic policy reform. Ministry staff reviewed the new demands placed on them by the reform, revised their operating mission, assessed their strengths and weaknesses, and developed a plan for structural and procedural change. Among these changes was less recourse to organizational hierarchy to solve problems and more reliance on staff taking action in cooperation with their peers. In other cases, new organizations are established, where the challenge is to assure that they are designed to fulfill their implementation roles effectively without excessive reliance on hierarchy and control. Examples here include Madagascar’s and Uganda’s national environmental offices created for implementation of their National Environmental Action Plans. USAID provided analytic assistance to identify alternative coordination strategies to enable these offices to orchestrate multi-organizational action without getting bogged down in “turf battles” and conflicts. Another type of agency is a temporary one, set up with an explicitly limited lifespan. Such agencies are frequently used as bridging mechanisms to combine the actions of individual organizations and groups. The Economic Cabinet in Honduras and the Macro-group in Bolivia are examples of ad hoc, semi-formal agencies designed to take decisions and actions to implement economic policy reforms.

These various organizational venues are related to the policy implementation tasks. Forums are the primary venue for policy legitimation and constituency building. Arenas contribute to constituency building, but are central to mobilizing actions, and sometimes can be used for resource accumulation. Courts, broadly conceived, can play a role in monitoring impact, organizational design and structuring, and potentially in resource accumulation. Agencies fit directly with mobilizing action, organizational design and structuring, resource accumulation, and monitoring impact. To a lesser extent, agencies can serve constituency building and legitimation functions, though they tend to do so indirectly through forums and arenas rather than directly on their own.

A country's capacity to effectively pursue democratic policy formulation and implementation is related to the presence and vitality of each of these venues. For example, if few forums exist, it can be difficult for citizens to find ways of getting government to hear their views and incorporate their input into policies. Unless arenas function effectively, how are policy mandates translated into operational decisions? Without access to courts and other dispute resolution mechanisms, the level of accountability for policy outcomes may be low. Weak agencies, obviously, will not be in a position to take effective policy actions. Also important are the linkages among the various types of venues. Do citizens' views raised in forums find their way into decision arenas? Have the agencies responsible for implementation been able to participate in forums? Do courts effectively settle differences in interpretation of policy decisions?

State-Civil Society Partnerships for Policy Reform

In the multi-organizational landscape of policy reform implementation, USAID has observed an increasingly common pattern: public agencies working in partnership with civil society groups. In these partnerships joint objectives are achieved through the combined efforts of both sets of partners, while their interests, roles, and responsibilities remain distinct. Policy partnerships are emerging and being promoted by USAID and other donors because implementation of the current generation of policy reforms extends beyond the capacities of government to achieve results without citizen input and effort. Examples include environment and natural resources management, where government forestry agencies and community groups work together for sustainable resource use; privatized service delivery, where private providers work with public agencies within a government funding and regulatory framework to offer efficient and high quality services; HIV/AIDS prevention, where partnerships between public health agencies, NGOs, and community groups seek to educate people and reduce levels of prevalence; anti-corruption, where, for example, local chapters of Transparency International seek to form partnerships with the business community and civil society to press for government reforms; and agricultural export promotion, which often partners public agricultural research institutes with producers associations to improve the quality and quantity of exports. Success in each of these policy areas depends upon effective engagement of civil society, and often the private sector too, with the public sector. The quality of this engagement, in turn, is affected by how democratic the country's governance system is: the more democratic governance, e.g., access to information, venues for debate and opinion-sharing, public sector transparency and responsiveness, and accountability mechanisms, the better the policy partnership. Two examples illustrate this, demonstrating in these cases the linkage between economic growth and democratic governance:

- West African Enterprise Network (WAEN). Beginning in 1993, USAID supported the creation of a network of independent business associations in West Africa. From an original base of eight small, national associations, the WAEN, now a formally registered regional NGO headquartered in Ghana, comprises active national networks in twelve

countries with over 300 businesspeople as members. Its mission is to improve the business climate in member countries, and to promote cross-border trade and investment. Initially, the WAEN pursued cautious policy dialogue with governments that were at first suspicious of organized citizen efforts to lobby them. Over time, network members were able to convincingly demonstrate their sincere interest in fostering economic growth, and the governments became more open and responsive. Gradually a partnership emerged, and the WAEN, besides continuing its policy advocacy, participated in the reform of legal and regulatory regimes, including revised investment codes, foreign exchange acts and business tax policies in their member countries. The WAEN has also created new financial instruments, and has fostered a number of joint ventures as a result of its efforts. The regional federation of national associations model proved so successful that the business communities in both Eastern and Southern Africa requested, and received, USAID and World Bank assistance to organize enterprise networks in their own regions.

- Bulgaria Small and Medium Enterprise Policy Reform. USAID's assistance program to Bulgaria focuses on nurturing private sector development. It began with firm-level assistance, helping a selected set of individual firms to build their capacity and to gain access to the financial resources necessary for expansion. USAID quickly found that legal and policy constraints had to be confronted in order to create an enabling environment for privately owned business and competitive markets. USAID provided assistance to business associations in building coalitions, lobbying, and policy dialogue. The associations worked in collaboration with local policy think tanks. Eventually, assistance expanded beyond the private sector to target public officials' and parliamentarians' capacity to listen, provide information, and incorporate citizen input into legislation and policy. Among the results achieved was a highly participatory policy consultation and legislative drafting process that led to the development and passage of a new small and medium enterprise law. Bulgarian government officials and civil society participants commented that it was the most democratically formulated law in the country's history, and was the first time they had worked in open and egalitarian partnership with each other. Further, they noted that working in partnership resulted in better quality legislation, because the provisions included in the law better reflect what is needed to support the small and medium enterprise sector. For instance, the law reduces the number of inspections small and medium enterprises are subject to. This change decreases operating costs and limits corruption. Previously, government inspectors conducted numerous arbitrary inspections, and used the threat of assessing violations to solicit bribes.

Applying the Lessons Learned

USAID's investment in analysis, tool development, field-testing, and technical assistance in policy implementation and strategic management has yielded a valuable set of analytic and management techniques, a toolkit to help reformers apply the techniques, and an experience base that shows what works and what doesn't. Today, some of these techniques and tools are both well recognized and widely used; stakeholder analysis, for example. Others, however, are

less commonly understood or applied, such as the different modes of coordination. Looking to the future, it is evident that there is room both to expand and deepen their application. As countries proceed with democratic and economic transition, greater need and opportunities are emerging for assisting governments to implement policies with effective participation from multiple stakeholders in ways that assure transparency, accountability, and responsiveness.

Many policy implementers in the world's developing and transitional countries have not had the opportunity to learn about or use policy implementation techniques and tools. Broader policy impacts could be achieved if more implementers in more countries and more development sectors thought about their role in terms of the six policy implementation tasks and managed those tasks strategically.

Deepening the application of the techniques, tools, and lessons has two facets. First, it means that policy managers who have a basic understanding of them gain a more nuanced, sophisticated, and versatile grasp of their use. For example, identifying and ranking who stakeholders are is one thing; but knowing how to manage diverse stakeholder involvement under shifting circumstances with highly limited resources is quite another. Second, deepening means that more members of a particular reform implementation effort acquire these techniques and skills; this is part of the process of institutionalization. Sustained progress toward reform targets and the achievement of intended impacts are less likely if only a small circle of partner country managers and leaders builds their capacity in policy implementation and strategic management. Such capacity is critical at all levels of government, for example, where policy reforms are decentralized and require the participation of public officials and citizens at regional and local levels, as well as at the center.

These techniques and tools also have application to international assistance agencies. Donors are revising the way they provide development assistance as more effective and sustainable intervention strategies are identified. The increasing use of partnership principles in defining the relationship between donors and recipient countries, from program design, through implementation, to monitoring and evaluation, is one important example. Increased transparency in donor decision-making is being emphasized in concert with more transparency in recipient country government-citizen interactions. Many donors emphasize the importance of participation by civil society and the business community in decisions regarding international assistance. USAID's policy implementation tool-kit and related approaches developed by others, for example, the World Bank's Comprehensive Development Framework, are integral to new donor-country assistance partnerships.

Emerging Challenges for Policy Implementation

As USAID continues to work with its development partners around the world, the Agency recognizes a number of emerging challenges related to policy implementation. Some of these derive from application of the implementation techniques and tools to new development tasks. Others stem from changes in the operating environment of host country policy implementors

that suggest the need for additional refinement of the policy analysis and management toolkit. They include:

- Transitioning from complex emergencies. Countries seeking a way forward after natural disasters or debilitating regional or civil wars confront pressing political, humanitarian, and development challenges. USAID has played an important role in disaster response and humanitarian assistance, and has noted that managing transitions shares some of the features, albeit in more dramatic and acute forms, of implementing policy reforms: for example, planning with incomplete information, working in unstable political environments, getting diverse organizations to work together, and dealing with winners and losers. Many of the tools developed for the implementation of policy could be applied to helping countries deal with the aftermath of complex emergencies and speed the transition from relief to development.
- Anticipating and managing conflict. While some degree of conflict almost always accompanies the implementation of policy change, implementation is greatly hindered by excessive or disruptive conflict. It is vital to understand up front where in the course of policy implementation to expect conflict, how to recognize it, and what actions can be taken to manage it. Just as project management principles have contributed to policy implementation, conflict management approaches that have been developed for resolving policy disputes could be adapted to other conflict-laden settings within communities and among organizations.
- Dealing with globalization. Developing and transitional countries face a complex transnational network of forces collectively referred to as globalization. These include the dominance of international capital, free markets, trade and export emphases, and the telecommunications revolution. Country officials find themselves subject not simply to the pressures and expectations of their citizens, but beholden in various ways to an expanded set of international stakeholders. Coping with transnational conventions and entities, such as the World Trade Organization, the North American Free Trade Agreement, or the Climate Change Convention, closely resembles the multi-organizational, multi-constituency setting of policy implementation. This could be another potentially fruitful area of application of the policy implementation lessons.
- Institutionalizing democratic governance. USAID's experience with democratization has led to a deeper understanding of the transition process. Countries follow different trajectories, backsliding and reverses can occur, and the process is much longer term than originally anticipated. It is clear that there is more to be learned about designing and managing policy change within newly democratizing settings. Areas of potential focus could include: a) broadening the participation of organizations in the policy process beyond the executive branch, to include the legislative and judicial branches of government; b) more effectively including previously marginalized groups in policy debates, formulation, and implementation; and/or c) addressing the ongoing problem of corruption.

V. Project Financial

Total IQC Ceiling Amount:	\$27,500,000
Total Task Order Expenditures:	\$27,011,024
Total Task Order LOE (Hours):	350,311.60
Total Task Orders:	41
IPC II Core LOE (Hours):	11,768.60
IPC II Core Expenditures :	\$1,347,721.32

IPC Staff

IPC Director:	Larry Cooley
Director, Management:	Julie Koenen-Grant
Director, Technical Assistance:	Benjamin Crosby
Director, Research:	Derick Brinkerhoff
Project Manager:	Regina Jackson

IPC Consortium

Management Systems International, prime contractor
Abt Associates
Development Alternatives
Deloitte and Touche
Institute for Development Research
Institute for Public Administration
International Resources Group
Research Triangle Institute
Search for Common Ground
SUNY – Albany (Center for Legislative Development)
University of Pittsburgh – International Management Development Institute