

Neo Synthesis Approach to Policy Implementation of Social Programs: An Alternative Approach to Policy Implementation

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Abstract

Neo-Synthesis is an approach that incorporates synthesis and governance approaches to public social policy implementation. The hypothetical model builds on previous models and incorporates elements of the interactive approach. It emphasizes active participation on the part of affected communities in the policy formation, reform and street-level implementation phases in an effort to increase intended legislative objective outcomes for target communities.

Neo Synthesis Approach to Policy Implementation of Social Programs

Theoretical History

Policy implementation over the past sixty years have taken several approaches such as top-down, bottom-up, synthesis, governance and post-modernism in attempt to increase success of legislative and legal policy goals and objectives mandates. Each approach likely has merit and application for varying types of policy and programs (universal, distributive, selective, etc.) developed to administer services to fulfill policy objectives. Prof. Basir Chand, (2011) identified key functions and uses for these commonly used approaches, which included the following identifications: A top down approach is more useful when goals and objective are clearer and policies are designed in a comprehensive way. A single domain, comprehensive policy and planning a vision and technical skills and extensive pool of resources which are rare in developing countries¹. Top down approach is good academic exercise but for practical purpose bottom up approach seems to be more feasible in country like Pakistan as long as dogma of mistrust and corruption is attached to center.² ...Furthermore, bottom up approach helpful for implementation if objectives are not clear and polices viewed as non-singular domain. By comparing the weakness and strengths of these two approaches, researcher proposed an emerging model as synthesis approach – a "backward mapping" with "forward mapping" mechanisms in it³. Prof. Basir Chand, (2011)

The synthesis approach is the foundation for the neo-synthesis approach, in large part because of an emphasis on mapping in both directions top down and bottom-up which affords opportunity for bottom level communication and needs to be heard while also allowing for top-down governance, control and activities. Local experiences and perspective are important factors, which contribute to success or failure of any public policy (Prof. Basir Chand) . The emergence of the synthesis approach was in part due to Harvard researchers, wondering about the difficulties (well, failures) of President Johnson's War on Poverty, hit upon the realization of a shortcoming in policy implementation; they concluded that, for some, "One clear source of failure emerged: political and bureaucratic aspects of the implementation process were ... left outside both the considerations of participants of government and the calculations of formal policy analysts...." (quoted in Brewer and P. deLeon 1983, 249) (deLeon and deLeon (2002)) However, these approaches tend have little impact on initial policy formulation where critical decisions are made as to how the legislation is framed in order to minimize threats and opposition, and to maximize opportunity for success of legal mandated objectives and success of target community outcomes.

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Dahill-Brown and Lavery, (2009) cite Pressman and Wildavsky (1973) that the first generation of implementation scholars typically began their analyses with a statute (or some other implementation decision) and examined the extent to which its legally mandated objectives were achieved. "Bottom-uppers" argued that a more realistic understanding of implementation could be gained by looking at a policy from the view of the target population and "street-level bureaucrats" who directly administered the policy (Lipsky 1971, 1980; Dahill-Brown and Lavery, 2009). There are two other theoretical thoughts that are relative to the Neo-Synthesis theoretical thought. Berman (1987) attempts to bridge top-down and bottom-up thinking with his suggestion that policy implementation occurs at two levels; the macro-implementation level at which centrally located actors devise a government program, and the micro-implementation level at which local organizations react to macro-level plans. As will be discussed later, macro-implementation in the neo-synthesis approach develops a specially constituted committee of actors from top level bureaucrats and bottom implementers and affected community, while at the micro-implementation level a planning council would be developed to address concerns and dispositions of service /program implementers and target population/affected community. Finally, Matland (1995) suggests top-down and bottom-up approaches can be reconciled by concentrating on the theoretical significance of ambiguity and conflict for policy implementation. He develops a typology by which the degree of clarity (a top-down focus) and consensus (a bottom-up concern) in or for a policy can be used to predict both implementation success and policy content. (Dahill-Brown and Lavery)

Various policy researchers have indicated that bottom-up and top-down approaches to implementation initiate policy development with defining goals, objectives, and directives followed by identifying and drafting policies to move onto the legislative agenda where decisions are made to implement or reject. It is within these initial task steps that performance outcomes begin to be affected. Far too often implementation has been top down with little input from bottom implementers and recipient community, often resulting in program failure. Had FEMA's emergency plan for disaster top level bureaucrats taken seriously, the input from Florida and other gulf coast state and local governments, private and non-profit emergency response agencies (bottom implementers) and affected community representatives, problem issues that developed regarding emergency response and on the ground services, management, and related activities in the aftermath of hurricane Katrina could have been averted, at least in part. deLeon and deLeon (2002) argued that "... policy implementation has too often been practiced as a top-down or governing-elite phenomenon and that its study and practice would be much better served were its practitioners to adopt a more participatory, more directly democratic orientation". Implementation should be more inclusive in these initial steps, thus later emergence of bottom-up, synthesis and governance approaches among others attempt to address the need for more bottom level input. deLeon and deLeon (2002) further suggest that implementation theory should address more carefully the kinds of democratic processes that are called forth by varying specific conditions. For a better understanding of the application of the synthesis approach, an analysis of advocacy coalition framework can be helpful. The framework serves as a basis for synthesis (joining) bottom-up perspectives and top-down objectives. Prof. Basir Chand (2002) states that the Advocacy Collision framework facilitates in understanding a coalition of multiple actors from variety of institutions, sharing a common set of beliefs and interest, find common ground to work with subsystem, with special focus at implementation phase of policy process⁹.

Implementation can be viewed as a second step of program development, the first being policy formulation. The traditional textbook approach to the study of public policy separates policy making into its component steps and analyzes each in turn. Though the basic concepts and metaphors of this stages model are now widely diffused throughout the policy literature, they derive originally from the early work of Harold Lasswell (1951) (Robert W. Porter, Ph.D., Irvin Hicks). The policy process is broken down into analytic units-activities-that are treated as temporally and functionally distinct [7]. These include:

- The identification of policy problems, through demands for government action;
- Agenda setting, or focusing the attention of public officials on specific public problems;
- The formulation of policy proposals, their initiation and development, by policy-planning organizations, interest groups, the executive or legislative branches of government;
- The adoption and legitimation of policies through the political actions of government, interest groups, political parties;
- The implementation of policies through bureaucracies, public expenditures, and the activities of executive agencies; and,
- The evaluation of a policy's programmatic implementation and impact.

... these stages in the policy process are generally conceptualized within a broader environment governed by constitutional rules, political institutions, political culture, public opinion, and other constraints and resources. (Robert W. Porter, Ph.D., Irvin Hicks) Administration of a policy and subsequent implementation programs, begin at the time legislative policy is formulated, drafted, revised and or enacted, which is likely during the agenda setting phase. During the policy framing process thought and attention is given to which governmental unit, department(s), agency, or organization is best to administer the policy implementation, which implies that administration and typical implementation, characteristics, approach and leadership behavior has been selected and thus the policy would have features that are easily assimilated into selected unit, department, agency or organizational standard operating culture and procedures. This sort of decision making also trickle into the selection of bottom level implementers, in that the administrative agency frequently award funding to service implementers, contractors, providers that have proven track record of compliance to departmental regulations and have open communication with the agency, often times having received funding from the agency in the past.

Here something must be said about governance since it too is a feature of the neo-synthesis approach. Governance tend to use an infusion of synthesis and other approaches for the purpose of removing or limiting responsibility on top level bureaucrats and implementing agencies in the wake of failure. It also serves to spread responsibility by granting authority to those who traditionally feel left out of the decision making process which ultimately affect them in some way. Donald J. Bourgeois (2004) stated "Governance" is a combination of both overall processes and the structures that are used in directing and managing the organization's operations and activities. "Stewardship" is the responsibility of the board of directors and involves the active oversight by the board of the organization's governance. Still others such as Corkery J., A. Land and D. Osborne(1997) found that the increasing recognition of governance as a necessary condition for sustainable development reflects the lessons learned from the failures of past development efforts to bring about the benefits that had been expected.¹¹ These lessons of failure have led to a further stage in the learning sequence - an appreciation that contributions to policy formulation need to involve people and organizations outside the political and administrative confines of central government. (Corkery J., A. Land and D. Osborne) Osborne, Stephen P. (2010) identified five types of governance:

1. Socio-political governance: concerned with overarching institutional relationships within society
2. Public Policy governance: concerned with policy elites and networks interact to create and govern the public policy process
3. Administrative governance: concerned with the effective application of PA and its repositioning to encompass the complexities of the contemporary state
4. Contract governance: concerned with the inner-working of government and particularly the contractual relationships in the delivery of public services
5. Network governance: concerned with how self-organizing inter-organizations network function both with and without government to provide public services.

The Model

Neo synthesis allows the types of governance to be identified and directed in the policy language by the Policy planning committee on the front end of policy formation. A major applicable theory to the neo-synthesis approach is the causal theory. According to Mazmanian and Sabatier (1981), causal theory assumes that every major reform contains, implicitly, a causal theory of the manner in which its objectives are to be attained. Causal Theory is related to a major contribution of implementation analysis which is its emphasis on the overall theory for obtaining desired changes.

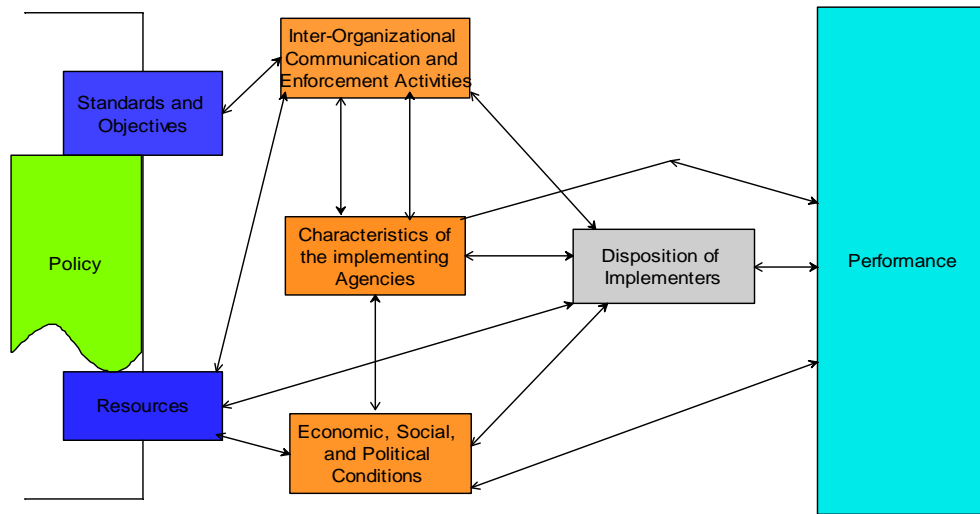
Causal Theory Requires:

1. That the principal causal linkages between governmental intervention and the attainment of programs objectives be understood; and
2. That then officials responsible for implementing the program have jurisdiction over a sufficient number of the critical linkages to actually attain the objectives (Mazmanian and Sabatier)

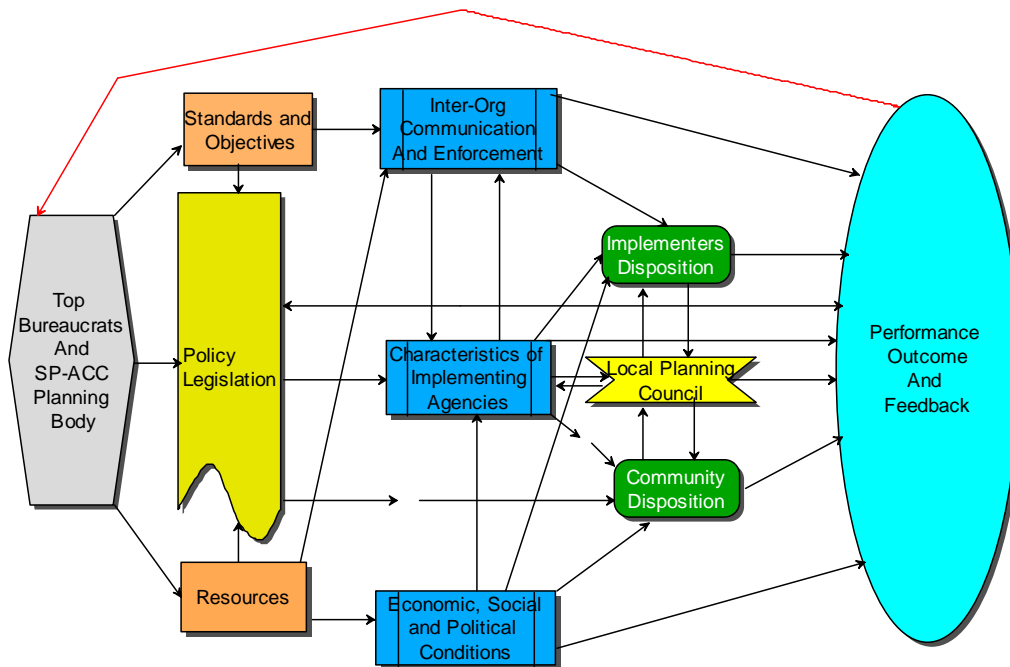
Causal theory in neo-synthesis seeks to make clear the causal linkages between governmental intervention and the attainment of program objectives by having testimonial and data presented together prior to drafting or fixing a policy. Often we find that such testimonials to causal linkages come after disastrous implementation and outcomes, as in the case of FEMA and Army Corp of Engineers response in the wake of hurricane Katrina in the New Orleans area, when only after testimonials from street-level bureaucrats and affected community at Congressional Hearings did top level bureaucrats begin attempts to fix the agency's implementation of the program. In this case there were several weeks of congressional hearings to assess testimonial of persons who were on the ground and directly affected by the disaster and the latent response from these agencies, and also from the executive office. Neo-synthesis would place such testimonials on the front end of policy formulation so that framers can be more inclusive of the needs of those on the ground to effectively and efficiently meet policy objectives. Secondly, the approach provide for officials responsible for implementing the program to have jurisdiction over a sufficient number of the critical linkages to actually attain the objectives, through the Top level Bureaucrat framers and Service Implementers- Affected Community Council Committee (TBPF-SI/ACC), who work collaborative to hammer out lines of authority and governance which serve to establish critical linkages to maximize potential program objective outcomes at both the top and bottom levels. The neo-synthesis model, in which elements of the synthesis and governance approach are synthesized in conjunction with development of street-level implementers and target group planning bodies, attempts to address the six Conditions of effective implementation identified by Mazmanian and Sabatier(1981) which include:

1. The enabling legislation or other legal directive mandates policy objectives which are clear and consistent or provide substantive criteria for resolving goal conflicts
2. The enabling legislation incorporates a sound theory identifying the principal factors and causal linkages affecting policy objectives and gives implementing officials sufficient jurisdiction over target groups and other points of leverage to attain desired goals
3. The enabling legislation structures the implementation process so as to maximize the probability that implementing officials and target groups will perform as desired. Involves assignment to sympathetic agencies with adequate hierarchical integration, supportive decision rules, sufficient financial resources, and adequate access to supporters
4. The leaders of the implementing agency possess substantial managerial and political skill and are committed to statutory goals.
5. The program is actively supported by organized constituency groups and by a few key legislators throughout the implementation process, with the courts being neutral or supportive.
6. The relative priority of statutory objectives is not undermined over time by the emergence of conflicting public policies or by changes in relevant socioeconomic conditions which weaken the statute's causal theory or political support.

The Top Bureaucratic Policy Framers (TBPF) and SI-ACC committee would address each of the six points making sure that the legislation clearly outline and define the activities, roles, qualifications, funding, staffing, activities, support/resources related to a specific causal theory identified by the committee. Brinton Milward (1980, 247) argued, "If policy researchers wish to improve the prospects for policy success, they would do well to focus their research on the relationship between agenda-setting and implementation."(deLeon, deLeon). Every public policy is enacted to address certain conditions impacting either general or specific segments of population. Most often these programs are reactionary, although some are preventive, meaning they are formulated and implemented as a result of sufficient observation and data that bring attention to the condition, or potential condition prior to public demand or need as in the case of preventive policy programs. The neo-synthesis approach seeks to bring actors with vested interested together along with legislative framers to assess the available data, resources, social-political-economic conditions, and top level agency and bottom level implementer interactions. Hill and Hupe (pg. 47, 2002), figure 3.1 uses a model of policy implementation process borrowed from Van Meter and Van Horn (1975) represented below for the purpose of comparing it to the Neo-Synthesis approach.



Here, one can see that this is largely a top-down model emanating from the policy, post formulation, to implementing agencies, then to implementers; note affected communities do not appear in this model, and as such seems to have no impact on performance. This model indicates that only characteristics of the implementing agencies, disposition of implementers, and economic-social-political conditions affect the outcome performance. As you will see the Neo Synthesis approach suggests that other factors also affect performance outcomes. The Neo- Synthesis Approach proposed by this author (2011) rearranges and builds upon the Van Meter and Van Horn approach model. The following diagram depicts the Neo-Synthesis Approach:

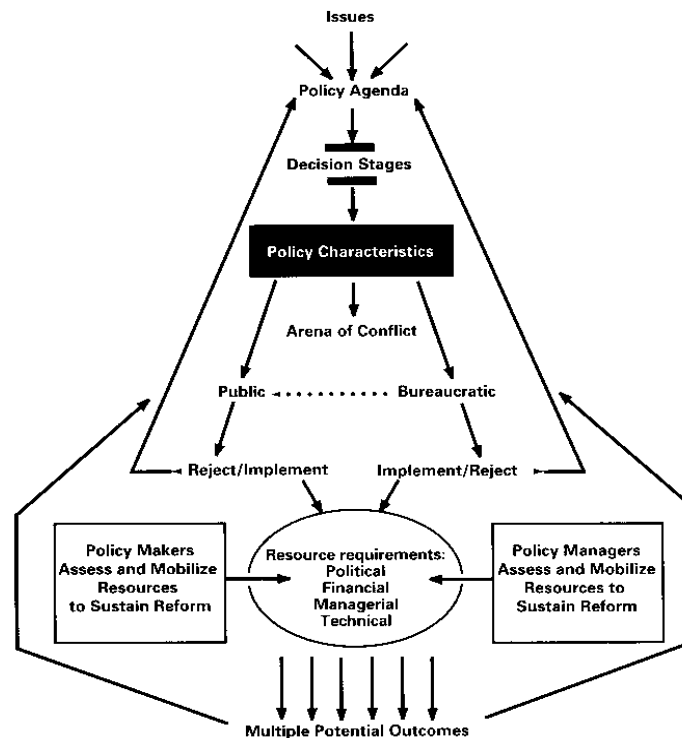


The red line represents the feedback on implementation outcomes to the policy interest group and legislative fixers. In comparing the neo-synthesis model to Van Meter and Van Horn’s Model, the neo synthesis model would essentially move the box labeled “the disposition of implementers” to the front end and adding “disposition of affected community” with directional arrows to Standards and Objectives, Policy, and Resources as the input from the affected community-service implementer councils (SI-ACC) would direct development of these three critical areas.

Inter-organizational communication and enforcement activities, characteristics of the implementing agencies, and economic-social-political conditions would have arrows indicating direct impact on performance. Top-Down model of Pressman and Wildavsky offers little or no room for bottom implementers and, needless to say, affected community to have any meaningful input into policy development and revision other than collected data. The neo-synthesis approach seeks to resolve this concern by having community representation on the front end of policy formation and governance as well as on the back end, micro-implementation level. It has been noted by other authors that a majority of policy-makers do not truly understand the statistical data and interpretations of the research on which they are said to be basing policy formulation, making it more likely that the policy will be faulty and need repair early into the program implementation phase. Depending on the faults, original authors of the legislation and others who may have an interest in the legislation are less likely to fully engage in fixing the policy thus it dies leaving the community need unmet. In addition to the synthesis of approaches, the neo-synthesis would incorporate a service implementer-affected community council (SI-ACC), whose role would be to provide key detail information concerning street-level implementation pros and cons along with suggestions from those directly affected by legislation that would likely increase buy-in and willingness to utilize services and benefits designed to improve their quality of life. Councils from targeted communities would be aggregated and communicated to top-level bureaucrats, and legislators engaged in framing the legislative policy, court order, or executive order/statute. Then policy can be framed, enacted and implemented through top-level controls, such as administration, funding, service type and approved variation, incentives, accountability/monitoring, and policy fixers and administration responsibility. While bottom-level controls would include such activities as selection of appropriate variation of implementation for their specific community, when applicable; implementation strategies at the street-level, in compliance with meeting legislative objectives; monitoring-reporting, program implementation responsibility and accountability. The fact that aversive conditions are actively impacting community and or population, it is the street-level implementer and affected community populations that have specific knowledge of approaches to positively address the condition in such a way that service delivery and service utilization are both efficient and effective toward intended policy goals and objectives.

The Neo-Synthesis model of policy formation also resembles the interactive model of policy formation, but with some inherent differences. Robert W. Porter, Ph.D., Irvin Hicks states that Grindle and Thomas offer a more interactive version of the stages model. Their central insight is that "a policy reform initiative may be altered or reversed at any stage ... by the pressures and reactions of those who oppose it" (1991:126). In this revised model, however, conflict over policy tends to center at that point in the process where a reform initiative has been agreed to in principle by decision makers somewhere in government and is moving on for further ratification and eventual implementation. In contrast, the neo-synthesis model would have the reform initiative agreed upon in principle by government decision makers reviewed and amended, if necessary, by the TBPF and SI-ACC committee so as to ensure that key elements introduced by affected communities and bottom implementers are not minimized. The following diagram from (Porter and Hicks) depicts the interactive model of policy formation.

Figure 3
An Interactive Model of Policy Formation



Neo-Synthesis SI-ACC committee would encompass the areas identified here as issues, policy agenda, decision stages; Policy characteristics would be the policy directives, rules/regulations, goals/objectives, and resources necessary to enforce and effectively implement the policy program. The lines of bureaucratic and public equate to the activities, interests and actors above and below the central line of governance in the Neo-Synthesis model while the policy makers and managers would be joined with representatives of the affected community as the planning council, together would assess and mobilize resources to sustain reform and work to leverage and or balance dispositions of program implementers and affected community. A current example of a very similar process currently in use can be seen in the Federal program that funds services for people living with HIV/AIDS (PLWHA) known as Ryan White HIV/AIDS Program (previously known as the Ryan White CARE Act) administered by Department of Health and Human Services and implemented through the division of Health Resources Service Alliance- HIV/AIDS Bureau (HRSA-HAB). The Program use of planning councils at the local (EMA/MSA) level and statewide planning bodies who through use of empirical data and personal accounts of agencies and consumers identify specific services authorized by the legislation to implement within their jurisdiction. According to the Ryan White Part a Planning Council Primer (2008), Ryan White services are for those who cannot pay for the care they need. Ryan White helps cities, States, and other areas pay for the costs of HIV/AIDS care. The Ryan White legislation is called the Ryan White Treatment Modernization Act of 2006. ... The 2006 law is the third time that Ryan White programs have been reauthorized as Federal legislation since its initial enactment. The legislation spells out who is eligible for services and describes how the money can be used. (Ryan White Planning Council Primer, 2008)

Planning Council Roles and Responsibilities

- Develop and implement policies and procedures for planning council operations
- Assess needs
- Do comprehensive planning
- Set priorities and allocate resources to service categories, and provide guidance (directives) to the grantee on how best to meet these priorities

- Help ensure coordination with other Ryan White and other HIV-related services
- Assess the administrative mechanism
- Develop standards of care
- Evaluate program effectiveness (optional)

Most Ryan White funds are grants awarded to local and State areas to address the needs of PLWHA. Many decisions about how to use the money are made by local planning councils and State planning groups, who work as partners with their governments. In this way street level providers and affected population have direct input into the implementation and takes on accountability and responsibility for program success, which serves the top-level bureaucrats interest in having less direct accountability for implementation failure, should that be the case. In yet another example where on a smaller scale such a process is used can be seen in the HOPE-VI Community Revitalization Program, administered by Housing and Urban Development. After several attempts to transform inner city neighborhoods and public housing, through initiatives such as Towns in Town, ultimately failed, HOPE-VI provided fixes that were to increase former resident participation in the redevelopment process and provide improved incentives to local governments, developers and related service providers. The area of emphasis relative to this theoretical approach is the attempt to increase resident participation. To engage the former public housing residents, use of residents 'councils and community consortiums provided a means for residents, the affected population, to gain more control and input of the implementation for the redevelopment. According to 24 CFR 964, residents councils

964.100 Role of resident council is as follows: The role of a resident council is to improve the quality of life and resident satisfaction and participate in self-help initiatives to enable residents to create a positive living environment for families living in public housing. Resident councils may actively participate through a working partnership with the HA to advise and assist in all aspects of public housing operations.

964.105 Role of the jurisdiction-wide resident council.

- (a) *Jurisdiction-wide resident council.* Resident councils may come together to form an organization which can represent the interest of residents residing in units under a HA's jurisdiction. This can be accomplished by the presidents of duly elected resident councils forming an organization, by resident councils electing a representative to the organization, or through jurisdiction-wide elections.
- (b) *Function.* The jurisdiction-wide council may advise the Board of Commissioners and executive director in all areas of HA operations, including but not limited to occupancy, general management, maintenance, security, resident training, resident employment, social services and modernization priorities.
- (c) *Cooperation with other groups.* There shall be regularly scheduled meetings between the HA and the local duly elected resident council, and the jurisdiction-wide resident council to discuss problems, plan activities and review progress.

964.135 Resident involvement in HA management operations.

Residents shall be involved and participate in the overall policy development and direction of Public Housing operations.

- (a) Resident management corporations (RMCs) may contract with HAs to perform one or more management functions provided the resident entity has received sufficient training and/or has staff with the necessary expertise to perform the management functions and provided the RMC meets bonding and licensing requirements.
- (b) Residents shall be actively involved in a HA's decision-making process and give advice on matters such as modernization, security, maintenance, resident screening and selection, and recreation.
- (c) While a HA has responsibility for management operations, it shall ensure strong resident participation in all issues and facets of its operations through the duly elected resident councils at public housing developments, and with jurisdiction-wide resident councils.
- (d) A HA shall work in partnership with the duly elected resident councils.
- (e) HAs, upon request from the duly elected resident council, shall ensure that the duly elected resident council officers as defined in subpart B of this part, and other residents in the development are fully trained and involved in developing and implementing Federal programs including but not limited to Comprehensive Improvement Assistance Program (CIAP), Comprehensive Grant Program, Urban Revitalization Demonstration, Drug Elimination, and FIC.

- (f) HAs shall involve resident council officers and other interested residents at the development through education and direct participation in all phases of the budgetary process.
- (g) Resident council officers shall be encouraged to become involved in the resident screening and selection process for prospective residents at the development. Those selected to perform resident screening and selection functions must be trained by the HA in resident screening and selection and must sign a legal document committing to confidentiality.

Further the planning council must include community wide input of implementing service provider, agencies, stakeholders and neighboring communities. In addition to affected public housing residents, neighbors, local businesses, service providers, community groups, local officials, public agencies, and other stakeholders must be involved in the HOPE VI planning and implementation process. A Community Task Force (CTF) is one way to involve these different players, and foster broader collaboration and support for the HOPE VI Program. The CTF provides advice, counsel and recommendations to the PHA on all aspects of the development process, including both the "hard" side and self-sufficiency activities. The PHA is responsible for ensuring that the CTF holds regular meetings. PHAs should support the CTF by disseminating information, providing sufficient notice about time and place of meetings, developing formal agendas, and providing meeting minutes and reports, etc. Experience has shown that for effective integration and acceptance of public housing and low-income residents into the broader community, the broader community must be involved in developing the HOPE VI proposal. Collaboration, inclusion, communication and participation are also critical elements in the community involvement process. The support and involvement of the community surrounding the HOPE VI development and proposed scattered sites is crucial for developing a sound and feasible development plan. (Title 24: Housing and Urban Development Electronic Code of Federal Regulations, PART 964—TENANT PARTICIPATION AND TENANT OPPORTUNITIES IN PUBLIC HOUSING)

PHAs are encouraged to include Resident Council members or their designees on selection panels for the procurement of services related to the HOPE VI revitalization efforts, including the selection of the developer, program manager, etc. PHA officials or employees must constitute a majority on all selection panels. Typically, the PHA establishes an evaluation plan which sets up the criteria for evaluating the proposal, helps the panel reach consensus in the procurement decision and lends structure to the process. (Homes and Communities, U.S. Department of Housing and Urban Development, Public and Indian Housing, General Guidance on Community and Resident Involvement)(U.S. Department of Housing and Urban Development,) In these cases, however policy dictates that developers and bureaucrats at local and federal levels yield dominance in the process by mandating that boards and planning committees be comprised by a majority of agency and contractors than residents, resulting in fewer former residents returning to the redeveloped community, and producing relatively poor policy objective performance outcomes. Planning councils also have limitations yielding certain administrative decisions and control to the grantee, the administrative agent of the program.

Summary

The Neo-Synthesis approach model advocates for a TBPF/Service Implementer-Affected Community Council planning committee on the front end of policy formation to serve as the initial "fixer" entity of the legislation but provides important bottom level actors direct input into policy decisions initially, rather than later. The model seeks to reduce rejection by implementers and communities in hopes that some basic problems can be addressed before initial implementation as opposed to after when in some cases implementing and consuming services are, at best, minimally efficient and effective and require early and frequent repair. Best approaches for implementation can be identified in accordance with what is assumed to occur at the bottom level. This should serve to minimize the need for frequent fixing and increase the level of objective success and consumer outcome. Input from such a bodies as the SI-ACC and planning council provides increased assurance that providers have control of what and how should services/benefits be distributed and affords affected population assurances of needed services and benefits are to be delivered, serving to increase the utilization and improve the quality of life outcomes for affected populations. The neo-synthesis approach utilizes the synthesis approach and the governance approach.

The benefits of this synthesis include: Two way interaction of top-down and bottom-up along with clear line of shared governance, and most importantly provides mechanism for affected communities to have input in policy formation and in the street-level implementation specific to targeted communities.

Weaknesses may include:

Increases in bureaucracy by implementing the TBPF and SI-ACC committee may impede the rapid progress toward policy framing and development. Creating stability and open communication between TBPF and SI-ACC in the agenda setting and decision stages of policy formation. Difficulties may arise due to conflicting views or competing interests, priority setting and other such critical decisions. Also difficulties could arise from cultural, political, social, or economic differences that may take time to resolve equitable so that the committee can work quickly to get legislation framed and drafted by top level bureaucrats, to be placed onto the legislative agenda.

Strengths:

Inclusion of affected populations and communities in the policy development on the front end and involvement in program implementation on the back end would serve to increase participation, buy-in and ultimately improved objective success. Neo-Synthesis would provide opportunity for affected communities to be involved in aspects of governance and accountability for performance through participation with planning councils and with representatives of the SI-ACC who meets with TBPF to engage in reform activities.

Conclusion

The Neo-Synthesis model although similar to other models does have unique features that allows for more interaction among actors at all levels while giving certain governance power to local and street level actors, while allowing top-down governance of key administrative and implementing agencies. The approach then allow for implementation analysis to look at the impact of each phase of the implementation process and to evaluate the disposition of bottom implementers and affected community regarding the policy itself as well as the impact on outcomes.

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