T01W07 / Policy Implementation in the Global South

Topic : T01 / Policy Process, Policy Making, Policy Implementation
Chair : Lorena Torres Bernardino (UMR Triangle / CNRS / Sciences Po Lyon)
Second Chair : Amal Ennabih (Sciences Po Lyon / UMR Triangle / CNRS)
Third Chair : Karol Fayolle Cortes (Sciences Po Lyon / UMR Triangle / CNRS)

CALL FOR PAPERS

This call for papers covers the broad field of contextualised policy implementation. First, we seek papers that have developed new policy making and implementation theories and methods in "decentralized" contexts in terms of institutions, stakeholders configurations, central and local power relations and implementation gaps. Our interests are on papers that approach this analysis from a regional perspective, studying public policy woven from the particularities, dynamics and contexts of geographic areas such as Africa, Latin America or Asia, regions more traditionally approached from a "western-centric" framework.

Second, we seek papers on policy making and implementation process in the context of the development projects, its impact on stakeholders configuration (public/private sector, multi-level decision making,...), international policy circulation, power relations and shorter cycles that may set aside public authorities to the benefit of NGOs, local civil society ...etc.

We welcome works including analysis "of contexts" as well as works discussing methodological approaches for the study of policy making from an implementation policy perspective. We expect proposals from the disciplines of political science, anthropology, sociology, public management, public administration, sociology, but we are open to other disciplinary approaches. Our ambition is to pierce the hermeticism between the different disciplines from which we believe the contribution strengthens and widens the debate.

ABSTRACT

The present workshop proposal aims to open a debate on the way policy implementation studies have evolved in recent years by integrating the context of countries in the Global South. We will structure our workshop in two parts. On one hand, we will focus on the way the decentralization of public policy analysis that many scholars (Darbon & Provini, 2018 ; Barrault-Stella, Maillet, Vommaro, 2019 ; de Sardan, 2017, 2021) call forth allows the production of new analytical frameworks to better understand policy implementation in the Global South, here to designate emerging and developing countries. On the other hand, we will take an interest in the study of development projects from a policy analysis perspective (Lavigne Delville, 2017). Development projects present some specificities in terms of stakeholders configuration (public/private sector, multi-level decision making,...), international policy circulation, power relations and shorter cycles that may set aside public authorities to the benefit of NGOs, local civil society, etc.

Within this framework, we set out the following hypotheses: 1) Solving public problems presents a paradox between the flexibility and thoroughness of policy-making. Any planned intervention, any public policy, any development program is subjected to a test when it arrives on the concrete ground of its implementation (de

Sardan, 2021); 2) In the development aid field, the organisation by project leads to new power configurations. Moreover, policy cycles are also shortened as they are often confused or directly assimilated to projects. There is then a disjunction between projects and policies as systems and operational logics dominate the implementation process; 3) Evidence has demonstrated that the "policy-implementation gap" has been enriched in recent years by complex frameworks of analysis through concepts of unpredictability and nonlinearity. There are overarching influences contributing towards implementation gaps within policy making across the different countries of the Global South.

This workshop represents an opportunity to contribute to empirical, methodological and theoretical knowledge about the policy implementation process in the Global South, and to assess the usefulness of approaches and debates to explain political changes in the region.

Key words: Policy Implementation, Context, Development Projects, Global South.

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Session 2

Tuesday, June 28th 14:00 to 17:00 (C103)

Decentralized Climate Policy: Role of Community in Policy Making

Aritra Chakrabarty (Michigan Technological University (USA))

The increasing impact of global forces on local communities in the 21st century necessitates a shift in research focus from macro narratives to the question –'how local communities are reacting to macro influences?'. These responses have become evident in the form of resistance to top down policy making, and coalition building through local self-governance. One of the critical areas of such evidence has been climate policy in the Global South. The policy has been informed by the experience of local communities in governance of local common resources (Rout 2018). There have been several instances where national laws were formulated on the basis of the existing practices of communities as stewards of environment (Ascher 1995). The power structure present at the community level has been enriched through the social structure. The inherent social dynamics of race, class, gender of local communities creates the contextual framework for policy making at local level that enables environmental protection (Dietz, Shwom and Whitley 2020). In contrast, centralized planning and implementation of development programs in developing countries, borrowed directly from the western framework has proved detrimental towards resource use, and conservation since the practices of communities have been based on such social structures that has contributed towards resource governance, prior to centralized policy making (Western and Wright 1994). The institutional arrangements of the rural communities that has helped in successful resource management (Isabel Ruiz-Mallen, et al. 2015), is yet not considered in the public policy literature as a framework for policy implementation.

Within the decentralized public policy framework, this study will test the hypothesis – 'What factors will enable regional policy perspectives in Global South to be considered as formal climate policy?'. This study will attempt to explain the phenomenon of decentralized and local policy making that has been shaped by local institutions, stakeholders and configurations inherent to communities in Asia. These institutions include the individuals, their social standing, and their role in decision making within the community. The research will be utilize case study research methodology to analyze the evidence available in the public domain on community sustainability projects in select regions in Asia in the form of reports, personal accounts, peer reviewed articles, and other materials (audio-visual content). The study will highlight the factors that impede such community experiences from becoming sources of policy making at 'decentralized' level in the environmental sustainability context. The outcome of the paper would be in the form of suggestions for grassroot organizations for improving policy making through such community projects. The larger aim of this study is to argue for choosing regional experiences of communities with sustainability as the basis for effective policy making under climate policy in the Global South. This study, therefore, thoroughly fits in the workshop's proposal which is to cover the broad field of contextualized decentralized policies in the geographies of Global South. By focusing on climate policy and the role of community in sustainability, this paper seeks to address the workshop's intent in debating on papers that look at this kind of "new policy making".

I'd consider presenting my study on-site for the workshop.

Food security and Global South: The policy learning from the implementation of the food security policy of India

Kiran Kumar Gowd (Center for Politics and Policy Studies (CPPS))

Food security and Global South: The policy learning from the implementation of the food security policy of

India

The second goal of the Sustainable Development Goals (SDGs) aims to end hunger by 2030. There are 690 million of the world population is in hunger and most of them are Global South. According to the State of Food Security and Nutrition in the World, 2020 report, India constitutes 189.2 million people i.e. 14% of our population is undernourished. Hence, the Global South plays a significant role in reducing global hunger. The Indian Government covers 75 percent of the rural population and 50 percent of the urban population under the food security legislation. The legislation provides basic food security to the poor sections of the country under the Public Distribution System (PDS). There are studies that critically analyzed the PDS scheme and identified inclusion and exclusion errors in the implementation of the scheme.

The paper comparatively analysis various food security policies that are implemented by the selected countries of the Global South with special emphasis on the food security policy of India. The role of various actors – state and non-state actors in the implementation of food security will be analyzed based on the field data from the network governance framework. The stakeholders play a major role in the effective implementation of the welfare schemes like PDS in the Global South.

Keywords: Food Security, Global South, Public Distribution System, SDGs, Hunger, and Welfare Policies.

Including the Excluded, Empowering the Powerless: Institutional Constraints to Effective Implementation of Gender Quota Policy in Pakistan

Sher Muhammad (Humboldt Universität Berlin)

United Nations Organization introduced the strategy of "Gender Mainstreaming" in the early 1990s, and since then women are gradually becoming visible in the formal political institutions, but on average women continue to be highly underrepresented in politics and decision-making institutions. Gender discrimination is still embedded within political institutions. Feminist movements have pushed governments to adopt "women-friendly" policies. Gender quotas are one of such policies to secure women's inclusion in electoral politics and these are considered a significant policy measure to increase women's political representation. It is argued that women's representation in mainstream politics can help to transform male-dominant structures of political institutions but in patriarchal societies, male politicians always consider such policies as a threat to their power as traditionally they take everything as a right, not a privilege. These male politicians often react to maintain political power when they observe a swift rise in women's representation in the parliaments. It is an important issue to explore whether these positive opportunities for women also present further limitations for women. Do male politicians react in certain ways when women try to play an active role in bringing reforms that benefit women as a group? The central question of this study is to explore whether gender quota is an effective tool for ending gender inequality in politics and is it possible for the policymakers to "Engineer equality". For this purpose, the case study of Pakistan is appropriate, one of the first countries worldwide to introduce a gender quota system. This paper employs a qualitative analysis of semi-structured interviews with female legislators to explore and analyze the institutional obstacles that women elected on reserved seats face to their political empowerment in the Parliament of Pakistan.

Note: I will present my paper on-site if it is accepted for this workshop.

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Session 3

Wednesday, June 29th 09:00 to 12:00 (C103)

Extraversion and deception: Negotiating land policy reform in Mozambique

Magalie Bourblanc (GovInn, University of Pretoria (South Africa)/ Cirad, Univ. Montpellier (France))

Starting 2009-2010, new multi-actors platforms have emerged at the international level that promote Large Scale Agricultural Investments. In that respect, they have developed narratives around the untapped potential of African land especially and the need to produce more in a bid to fight food insecurity (Tomlinson, 2011). These initiatives have triggered an immediate backlash, from international NGOs in particular. Up until recently, the narrative around a massive "land grab" attracted much media attention globally, with Mozambique being one of the countries intensively scrutinized by activist NGOs. They criticize the rise of global multi-actors platforms such as the New Alliance for Food Security and Nutrition (New Alliance) and Alliance for a Green Revolution in Africa (AGRA) promoting private investments. The Bill Gates Foundation's AGRA initiative was the first one launched in 2006. Then came the Grow Africa initiative jointly founded in 2011 by the African Union Commission, NEPAD and the World Economic Forum. Grow Africa works to increase private sector investment in agriculture. Grow Africa is closely linked to the New Alliance launched in 2012 and funded by the G8 countries and the European Union. The New Alliance initiative gathering public, private and civil society actors was initiated by U.S. President Barack Obama in May 2012. It seeks the contribution of the private sector in order to compensate the lack of public investment in agriculture. Within the New Alliance, support in terms of agricultural sector financing is conditioned on recipient countries' commitment to reform their policy frameworks to create a more business-friendly environment for private investors.

Mozambique is one of the first countries to have signed a Country Cooperation Framework (CCF) under the New Alliance in 2012. It was also at the time the country with the second most important agricultural investment targets in 2012 (Anseeuw et al., 2013). This is not surprising as the Government of Mozambique (GoM) was promoting investment with dedicated State bodies such as CEPAGRI (since 2006), and communicating around the availability of millions of hectares of unused land. Likewise, in terms of seed policy reform, Global and local NGOs have heavily criticized the GoM which, under the New Alliance framework, allegedly agreed to adopt policies and regulations promoting private sector's agricultural input markets (GRAIN 2015 p.22). Friends of the Earth for instance denounces GoM commitment to ceasing the free distribution of seeds to farmers except in emergencies, a decision that "will lock poor farmers into buying increasingly expensive seeds – including genetically modified seeds – [and] allow corporate monopolies in seed selling, […] stopping farmers' access to traditional local varieties […]".

In countries "under an aid regime" such as Mozambique, international aid plays a central role in terms of national budget support, institution building and public policy transfers. Hence, considering Mozambique's status of a "donor darling", policy transfers seem to be the norm in a country so dependent upon outside resources. The reality proves to be more complex. Indeed, if policy reforms that transformed policy sectors in countries under an aid regime have often been portrayed and analysed under a dependentist literature, numerous works however emphasize that policy configurations are the result of negotiations, conflicts and transactions with local actors just like in so-called developed countries. Provini and Schlimmer (2016) for instance underline the role of bureaucratic actors and procedures in the implementation of investment policies that can go as far as completely reshaping and redesigning land projects. In that respect, just like in the North, there is a striking difference between the elaboration of policies and its implementation on the ground. Other works have shown that countries which are comparable historically but also in terms of their aid dependency, have not always made the same policy choices in sectors such as education, water, health or and land tenure (Lavigne Delville 2015).

In this paper, we discuss the actors, modalities (identifying their working methods and funding mechanisms)

and channels of attempted policy transfers and diffusion in two policy sectors. We will see that the land policy reform process remains very much protracted. In comparison, the policy reform engaged in the seed sector has strikingly been passed way more easily. We argue that the main difference between the seed and land policy reforms rest in Mozambican elites' brokerage power which is far higher in the case of the land sector which both political and administrative elites can actually benefit from.

The research method adopted is a case study approach. Data collection methods include a literature review (academic work, legal and policy documents, grey literature and reports, technical documents etc) and field data collection (field observation and interviews). These data were gathered during a six-month research internship in Maputo (including two weeks field work in Nampula, in the north of the country) between May 2016 and November 2016, during which 58 semi-structured interviews were conducted (in Portuguese or English) with donors, government officials from various ministries (at the central and provincial levels), NGOs representatives, traditional authorities, private sector representatives, research institutions managers. We use a process-tracing methodology (Collier & Brady 2004; Hall, 2008; Goertz & Mahoney 2012), which required an in-depth analysis of Mozambican sectorial policies over time.

(Virtual) Health for the Few: Public Action, Undemocratic Institutions and Distorted Health Systems in India

Vivek N D (Mahindra University, India)

Health for the Few: Public Action, Undemocratic Institutions and Distorted Health Systems in India

In the context of studies on global governance and policy formation roles of non-state actors, the politics of international health actors in policy making in India provides a glimpse of the varying processes which generate power imbalances within the sphere of global health governance. Developments in the past two decades point to the increased role of private enterprises in the healthcare industry. Policy making has also witnessed the preponderance of philanthro-capitalist initiatives in promoting unidimensional policy initiatives, targeting specific diseases such as AIDS, malaria, cholera, etc.

The paper attempts to dissect why in pushing for top-down global donor driven projects, the state advances markets for policy interventions that neglect democratic institutions and community values in the promotion of public health. The paper draws on insights from post-colonial discourses in framing international agencies as contemporary forms of enduring institutions of inequality within the context of the global political economy. As missionaries of modernity, though tied to global corporate interests, the paper shows how policies are prescribed that encourage bio-medical based clinical interventions espoused by donor agencies. In emphasising interventions that are clearly quantifiable, the priorities of local public health systems are distorted and led further away from the ideal of *'health for all'* as was formalised in international treaties since the *Alma Ata Declaration* was adopted in 1978. Such private forms of governance and policy implementation weaken democratic debate and curtail grassroots participation of civil society actors in building public health systems that are community based and also help realise the *United Nations Sustainable Development Goal 3, "To ensure healthy lives and promote well-being for all at all ages."*

The paper will attempt to answer how these intrinsic connections between large business conglomerates and policy makers are initiated within policy framing and trace the implications of narrowing down spaces for public action in the Indian health sector. The paper will conclude by highlighting the conditions created where health is fast receding from being considered a shared public value to a selectively allocated private good in the Global South.

The paper hopes to contribute to the debate on policy making in the Global South, using the case of global health governance to analyse the changing power relations of the state and market in policy framing and implementation in the India health sector.

I would prefer to present the paper (if accepted) on-site.

Agency and Improvisation at the Ukrainian Administration – Consequences of Political Resistance to Norm Transfer

Irina Mützelburg (Centre for East European and International Studies (ZOiS))

Complementing research on public policy implementation that has focused on Western states, this qualitative case study analyzes the implementation of asylum policies in Ukraine since the emergence of this policy field in 1993. A growing body of research has analyzed mostly Western bureaucracies, finding

that frontline workers often diverge from formal rules. These workers adapt general rules to concrete situations, decide to use or not to use certain rules in a specific setting, and bend or break rules when they conflict with professional or personal norms, beliefs or emotions towards individual clients (Borry and Henderson 2020; Dubois 2010; Lipsky 1980). Most of this research implicitly presupposes two principles: first, that policy and law-makers intend the rules to be implemented, and second, that state institutions in charge of the implementation are stable and overall functional. While scholars have highlighted that these two conditions are not always fulfilled in many, especially non-Western states, little research has investigated the role of street-level bureaucrats in such settings (Bierschenk and Sardan 2014).

Following the conclusion that imposed international norm transfer often leads to only superficial or formal change (Jacoby 1999), this study explores how the asylum norms that have been formally introduced due to international organizations' transfer activities have been implemented in Ukraine. More specifically, it seeks to understand the reasons for the gap between formal rules and implementation. The article investigates how top-down obstacles affect the implementation of laws and policies or, put differently, how administrative staff copes with politicians' subtle resistance to policy transfer. The present study shows that subtle political resistance to norm transfer can trigger façade reforms, including shallow legislative adoption, that obstruct implementation. In addition, institutional instability and scarce resources complicate the administration's work. If some top-down obstacles make implementation impossible, others leave frontline workers the choice between passivity and creativity. Street-level bureaucrats sometimes volunteer, improvise, and break rules to cope with contradictory legislation and lacking resources and information. Officials following their normative and affective judgments in regard to the applicants, policy implementation turns out to be heterogeneous.

This study combines macro- and micro-level perspectives to identify the factors that shape policy implementation. The youth of the selected policy field and its institutions in Ukraine makes it possible to study macro-level factors shaping them since their emergence about thirty years ago. Adopting a macro-level perspective and seeking to grasp the top-down factors, the researcher has analyzed the journals published by the state migration service of Ukraine, reports published by international organizations, and all relevant asylum laws passed and amended since 1991. Adopting a micro-level perspective and seeking to grasp the bottom-up factors, the researcher has carried out extensive fieldwork in the cities and towns with the most asylum seekers (Kyiv, Lviv, Uzhhorod, Mukachevo, Odesa, Chernihiv and Kharkiv) primarily between 2013 and 2015, conducting semi-structured interviews with central and regional state officials (21), NGOs (45) and migrants (23).

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Session 4

Wednesday, June 29th 14:00 to 17:00 (C103)

The Governance of Brazilian Response to Viral Hepatitis

Andreza Davidian (Sao Paulo School of Business Administration)

Elize Massard da Fonseca (FGV)

This is a case study of the Brazilian National Program for Prevention and Control of Viral Hepatitis (PNHV). The aim was to explore the country's response to this major global public health threat, focusing on public policy governance. As the subject is still little explored, the research was grounded in descriptive-exploratory analysis and inductive logic. Data collection was based on extensive desk research and interviews with relevant public policy actors.

Since the adoption of the 2030 Agenda for Sustainable Development, combating viral hepatitis towards its elimination has been a challenge, especially for low- and middle-income settings. However, examples emerging from these contexts have been relevant for the steering of global policy. Brazil, for instance, was a pioneer in the fight against HIV/Aids, and now is at the forefront in addressing hepatitis. The country established its national strategy in 2002. Early it started to expand screening through its counseling and testing centers and to set up a referral system for people who were diagnosed. It also promoted drug procurement's centralization to alleviate supply disparities across the country. Considering that WHO's first framework for global action was issued in 2012, Brazil's reaction to the epidemic was considerably swift. Only after 2014, the global strategy started to focus on treatment with the introduction of direct-acting antivirals, as until then efforts were mainly on prevention and control. By its turn, Brazil was precocious in addressing treatment, being one of the first public health systems to universalize treatment on its way to elimination.

Indeed, the country's prominence is not only about access to treatment. By 2009 the program was integrated into the policy of HIV/Aids and sexually transmitted infections, consolidating a department within the Ministry of Health. The shift was in line with a global process according to which the model of vertical programs aimed at specific diseases would give way to comprehensive actions integrated into the broader network of services, aiming at rationalizing resources and facilitating access to health care. Global strategies have been jointly developed since 2015, when WHO's Viral Hepatitis Program moved from the Department of Pandemic and Epidemic Diseases to the Department of Global Programs for HIV, Hepatitis, and Sexually Transmitted Infections.

Analyzing this process was an opportunity to observe the implementation of a public policy that is particularly sensitive to technical, social, and political demands. Developments in Brazil are compelling when one considers public policy's context: governance is very complex in a decentralized health system, financial pressures are high in a middle-income country, and political fragmentation affecting decision-making is critical in the country. One of the lessons was that expertise, political prowess, and voluntarism by policy managers and bureaucrats were fundamental to overcome institutional gaps, build supportive coalitions, and structure Brazil's response to the HCV epidemic. Besides, as learned from the HIV/Aids program, civil society engagement was key to both implementing health actions and strengthening the advocacy capacity of groups demanding assistance.

*Probably presenting online

Policy configuration for the improvement of Technical and vocational education and training in Chile. The case of the adoption of the National Qualifications Framework to Technical and vocational education and training.

Tsade Aguiar (Pontificia Universidad Catolica de Chile)

The growing interest and relatively fast worldwide adoption of Qualifications Frameworks (QFs) allows studying the process of adoption of this type of policies in Latin America and to learn how the different social actors involved coordinate.

In 2018 Chile became the first country in the region to formally adopt a QF for Technical and vocational education and training (VET). This is particularly remarkable since, on the one hand, the technical education is often not served by policies that recognize the uniqueness of this type of study (Sevilla, 2017) and, on the other hand, Chile has been characterized by being a country with a very incipient link between the training sector and the labor. This makes the process of building a VETQF in the country an anomalous case, suppose this process a great effort of coordination between the state, the different actors associated with VET and the world of work.

To address this, the sociological approach to markets has at the core of its interests to know-how in complex and uncertain situations, market actors face the coordination problem that arises in the exchange of goods or services (Beckert, 2009, pp. 153, 154). Beckert (2009) argues that markets are highly demanding social interaction scenarios that can work if they are defined clearly, coordination problems are understood as the value problem, the competition problem, and the cooperation problem.

Sociological approaches show how networks and institutions determine the way how cooperation between actors is established (Beckert, 2009, p.165). The approach of the network, proposed by Granovetter (1985, 2002) and White (1981, 2001) emphasizes the social integration of the actors in the markets. Policy networks are alternative mechanisms of coordination that operates satisfactorily when there is a representative plurality of interests and social opinions where socioeconomic actors cooperate, requiring the intervention of the state when it disposes of non-transferable resources such as legal agreements, financial resources, among others, which allows that there is a certain balance between society and state (Lechner, 1997).

For all the above described, the present study will seek to answer, how was the process of adoption and implementation of the of the VETQF in Chile? What factors explain the cooperation between the actors linked to the VET in the country for the design and implementation of the VETQF?

Answering these questions will contribute to the knowledge about the processes of configuration of policies for vocational-technical training in the Latin American economies.

To answer the research questions, it is proposed as a methodological strategy, a deductive process trace. This method starts with theory and assesses the plausibility of the empirical expectations drawn from the theory when comparing the evidence of the case with the predictions of the theoretical accounts (Trampusch & Palier, 2016). To collect the necessary information experts and state officials related to the case study will be interviewed in the process of adopting the VETQF in the country.

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Session 5

Thursday, June 30th 09:00 to 12:00 (C103)

Problems of Implementation of Payments for Environmental Services Policies in Brazil

Carlos Eduardo Frickmann Young (Universidade Federal do Rio de Janeiro)

Biancca Castro (Universidade Federal Rural do Rio de Janeiro)

This article discusses the difficulties of implementing payment for environmental services (PES) policies, typically thought of from the reality of developed countries, in a context of institutional fragility and lack of political priority, and centered on the Brazilian experience. Based on a bibliographic review, the present analysis of the main PES initiatives in the country shows that there is no universal formula for the successful implementation of PES systems, which depends on the constitution of local agreements and partnerships based on the mutual interests of stakeholders. They also depend on stable payment sources in sufficient volume to sustain the projects over time. These agreements depend on specific conditions related to social, economic, cultural, and environmental aspects that can vary widely, and affect the gap between expected results and effective policy implementation.

The PES aims to stimulate voluntary actions of environmental conservation or recovery through economic incentives. According to economic theory, PES solutions can generate win-win situations by creating business possibilities in the private sector while meeting environmental policy goals. For this reason, there is great enthusiasm for the diffusion of PES, both in the academic world and in national and multilateral environmental cooperation and development institutions.

However, concrete experiences with PES in developing countries remain very limited. There is a gap between the assumptions and conditions established in the theoretical framework that forms the basis of PES, typically thought from the reality of developed countries, and the context of the implementation of this policy in developing countries. In the Brazilian case, the potential resources estimated in the literature for achieving PES are much higher than the value for the relatively small volume of projects and funding resources already implemented. This difference is related to difficulties in implementing public policy not usually considered in academic and technical studies on this subject. Reasons for this gap include institutional fragility, lack of political interest in implementing the environmental agenda, and the reduced number of stakeholders willing to implement PES in practice.

In Brazil, the most successful PES experiences do not derive from international programs, but from local arrangements between non-governmental organizations (NGOs) and subnational governments (states and municipalities) that identify themes of common interest. There is a greater understanding of the benefits for stakeholders and, therefore, interest in financing and participating in water conservation projects than in actions aimed at climate change that, besides dealing with a more complex theme and of indirect benefits, presents a greater scarcity of financial resources for projects aimed at reducing carbon emissions.

The main conclusion is that the successful implementation of PES systems depends on the constitution of local arrangements and partnerships based on the mutual interests of stakeholders and stable payment sources. These arrangements depend on specific conditions related to social, economic, cultural, and environmental aspects that can vary considerably, and they have a significant effect on the gap between expected results and effective policy implementation.

The devil is in the details: implementation gaps in public policies for solidarity economy in Ecuador

María José Ruiz-Rivera (Université Catholique de Louvain)

Solidarity economy organizations have emerged in Ecuador through historically particular institutional paths: the cooperative tradition, associations supported by the Catholic Church and development-oriented NGOs,

and more recent expressions embedded in social movements. Those initiatives vindicate a common rationale not driven by the sole purpose of profit maximization but based on work's value and the securitization of their members' livelihoods (Ruiz-Rivera & Lemaître, 2019).

Since Correa's government (2007-2017), as a part of a project of state transformation driven by an apparent post-neoliberal shift (Gudynas, 2011), Ecuador has constitutionally acknowledged a plural economy, which includes private capitalistic and public statist forms of economic organization as well as a solidarity sector. Policymakers have formally acknowledged the notion of economic pluralism in the design of the so-called 'Buen Vivir' public policies. However, the operationalization of their content has raised tensions between the criteria underpinning the programs that promote solidarity economy and the plural operating logics of the target organizations.

Through an inductive approach (documentary analysis, semi-directive interviews, and focus groups conducted with organizations' members and policymakers from 2015 to 2019), first, I analyze the implementation gaps of an emblematic program 'Inclusive Public Procurement' and their effects on production, commercialization, and governance of target organizations. Thus, from the results of six in-depth case studies, I argue that this implementation process mobilizes two contradictory rationales: on the one hand, the recognition of economic pluralism (linked to a notion of Buen-Vivir) and on the other hand, the solidarity economy inscription into a predominant market logic —through imperatives of technification, professionalization, and specialization— to the detriment of logics such as reciprocity and householding (Polanyi, 1977). Second, I question the extent to which organizations tackle the pressures of governmental intervention and how these strategies are determined. I draft a typology of responses from organizations that involve adaptation, inter-cooperation, and resistance in the public sphere.

By combining macro-institutional (based upon context analysis) and micro-social analysis, this research supports the argument that solving public problems presents a paradox between the flexibility and thoroughness of policy-making (de Sardan, 2021). In addition, this paper argues that the interplay between solidarity economy organizations and their institutional environment rarely occurs in a one-sided way. Organizations are likely to interpret, challenge and transform formal institutions by their enrollment in public action (Ruiz-Rivera & Lemaître, 2019).

This research finally aims to contribute to the debates on the institutionalization of economic pluralism in the Global South, in particular, by highlighting empirical discussion about policy implementation and its dynamic of mutual influence between solidarity economy experiences and state action.

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On-site presentation

Anatomy of a policy failure: Plastics recycling as co-production in a small developing state

KALIM SHAH (University of Delaware)

Plastic production and disposal is a growing global challenge. It is especially destructive when improperly disposed of and accumulates in coastal and marine ecosystems. In many Caribbean countries with high dependencies on their tourism economies that are built on the premise of pristine beaches and scenic natural ecology, plastic waste presents a significant problem with economic as well as ecological impacts. In one such country, Trinidad and Tobago there has been a legacy of nearly twenty years of plastics waste recycling limbo, with various forms of legislation debated over several political regimes. As an alternative to stymied legislation, a public-private partnership scheme was implemented to fast-pace a national recycling effort. Through government finance and non-governmental organization operations, a recycling effort was undertaken between 2014 to 2019. While results near the end of the first phase of the partnership seemed

promising, the government decided to end the arrangement and divert resources to the government-controlled waste management authority instead. The grounds for the decision largely lay in the inability of the non-governmental organization partners to financially sustain the initiative without government, which was a pre-requisite for continuing the partnership. In this study, I analyze the failure of the public-private partnership co-production effort. The analysis is grounded in two strands of the public policy literature – policy failures and co-production. I establish a conceptual framework built on three levels of policy failure – micro, meso, and macro; establishing causality of failures; and identifying both the negative and productive consequences of failures. These are investigated in terms of co-management; co-governance; co-delivery of recycling services; and co-assessment of outcomes. I use the principles of grounded theory to gather, collate and make sense of secondary information in official reports and documentation; and from expert and stakeholder interviews. Findings draw attention to specific factors and points of failure in the plastics recycling policy approach but also expand the extant literature to understand the co-production policy failure phenomena in the understudied small island developing country context. I make recommendations on how such policy failures can be mitigated in the future generally and in the specific in the face of the ongoing plastics pollution challenge.