INTEGRATED AND INTERACTIVE POLICYMAKING

Guidelines on a comprehensive approach to policy development

CHAPTER 1
THE RATIONAL OF INTEGRATED AND INTERACTIVE POLICYMAKING

Complex problems need an integrated and interactive approach

Many governments are facing problems of an increasing complexity in fields like traffic and transport, crime, poverty, nature and environment, etc. Those problems cannot be looked at by quick, one-track solutions. They require a) an encompassing integrated approach that does not leave out one single aspect, b) combined with an interactive approach that involves and commits the people and the private sector in search for improving public decisionmaking and producing more effective political results. Fundamentally solving deep rooted problems on the one hand, and delivering effective practical political solutions on the other hand.

These guidelines deal with such an integrated and interactive approach, developed in The Netherlands by Klinkers Public Policy Consultants. The methodology in these guidelines has been applied in the field of traffic, transport and infrastructure for sustainable environment, mobility and access.applied in governmental projects in The Netherland, the European Union and the Bangkok Metropolitan Administration (see Annex 1).

The key words of an integrated interactive approach

The key words of an integrated and interactive approach are:

- *integratedness*: no partial or single-track views upon the complicated problem but an overall encompassing, comprehensive looking at the total matter involved
- *interactivety*: no top down but bottom-up decision making, involving each and every partner in the process of policy development
- *commitment*: no isolated plan making by civil servants but an active commitment of the political top, unconditionally supporting the civil servants
- *involvement*: no government monopoly but actively working with the people, with the private, the cultural and the religious sector, involving them in the process towards finding fundamental and practical solutions
- *multidiscplinary*: no single discipline but taking all disciplines into account that matter: economics, law, psychology, public administration, political science, organisation theory, management theory, cybernetics, sociology, theology etc.

Why should governments apply an integrated and interactive approach?

There are two reasons to start a process of integrated and interactive policymaking.

Firstly, to fight ‘entropy’. This is a concept from physics that means: if one does not store more energy than one consumes, then one dies. That applies to individuals as well as to groups of individuals: organisations. Each organisation has a life cycle of birth, stability and decline. If an organisation is able to store more energy than to consume then this organisation is able to prolong the phase of stability (by adapting itself time and time again to altering – external - circumstances), thus postponing the moment of the inevitable decline.

Integrated and interactive policymaking, also called ‘open planning process’, is a special instrument to fill the organisation with new energy by consulting the outside world, involving wise and skilled persons at the beginning of the process of policy development. In doing so, the organisation gets a remarkable energetic impuls. In principle it is nothing else than putting forward the question: “To what purpose are we on earth?” If the organisation cannot answer this question satisfactory the management should turn off the lights, ask the personell to leave the building and to close the front door with a padlock.

While the first reason for applying an integrated and interactive approach is stemming from the theory on physics the second reason is stemming from systems theory. We know that each open system (and therefore also governmental organisations) by reacting on input from the outside world, not always and not in all respects is having adequate monitors to catch and process all signals from society. It is therefore obvious that a governmental organisation sometimes is producing output that is not needed by society and not producing output that is really needed. Due to the fact that this organisation does not constructed a ‘thermometer’ to monitor the real signals from society. Administrations all over the world think – sometimes – that they know what the people need. Often that is true, not always. An organisation that wants to be a ‘learning organisation’ has to construct and to apply a monitor to find out what is really happening in society and what are the real needs from special groups in society. The methodology of integrated and interactive policymaking is such a monitor.

When should governments apply an integrated and interactive approach?

The question ‘when’ to apply such an approach differs from the question ‘why’. It is not wise and even dangerous to start a process of integrated and interactive policymaking in case the cirumstances do not requirer such an approach. The situation needs to be ripe for that.

Integrated and interactive policymaking is a very powerfull instrument. If one is using this for the wrong subjects or in the wrong circumstances, it might induce a lot of damage. Like the wrong use of a chain saw. If one is applying this powerful instrument to manicure the fingernails one will loose the tops of some nails. A chain saw has to be used for the purpose of its a design: cutting trees.

Integrated and interactive policymaking should be applied only in the situation in which an organisation ponders about questions like: ‘how to proceed in this complicated (social) issue, what borders or margins should be widened in view of new of expecting circumstances, what kind of reorientation should be envisaged on this subject, etc.’ If an organisation is facing questions like these, it might be wise and necessary to start a process of integrated and interactive policymaking. Do not use this method to improve the daily going concern business, but only for a fundamental reorientation on complicated (social) issues.

CHAPTER 2
THE COMPONENT PARTS OF THE METHODOLOGY OF INTEGRATED AND INTERACTIVE POLICYMAKING

The essence of the integrated and interactive approach is:

working from outside to inside, listening first to the relevant outside world before making decisions inside
finding connection with the important social issues in society
aiming at acquiring commitment for (drastic) decisions
leading to a shared/common perception on the desired result
after which the government finalises the decision making process.

Such a process approach works through a number of methodological steps, whereby each step produces a certain process document. As main carriers of the communication throughout the process of developing an integrated policy these documents are important stepping stones of the process. At first they act as 'stations' to be reached on the way to the final goal: the process is being pulled, as it were, towards that process document. Thereafter they act as platform, and as source of energy towards the next process document. A kind of push and pull mechanism that produces the dynamics of the process.
The steps 1-6 contain the phase of analysis, focusing on an thourough diagnosis of the problems and their deep-rooted causes. The steps 7-10 contain the synthesis, focusing on vision, strategy, concrete targets and actions. Step 11 accompanies the steps 1-10, focusing on gathering facts and figures throughout the whole process.

The methodological steps are the following

1. The start of the process

A good beginning is half the work. A bad beginning is a disaster. If the start of a process of integrated and interactive policymaking is not well established it will undermine the quality of the product considerably. The success will be determined by the preparation. It is always of process of change. Breaking through the status quo, in search for new quality of governmental products, evokes – by definition - opposition. This opposition begins from within because an integrated and interactive approach is completely different from working within the concept of the normal staff-line organisation. Some problems ought to be pulled to the front of the process and to be solved adequately before one embarks on the road of integrated and interactive policymaking. It is not strange to take 3-6 months for this first phase to be acccomplished. It has to be said again: the more thorough the start the better the final product.

The most important tasks at the start of the process

Acquiring protection from above

As said before, integrated and interactive policymaking is a process of change. That evokes opposition, internal and external. Getting rid of, or solving, that opposition is not easy. Without protection from the (political) top this cannot be done effectively. Not only this is dangerous for him/her who is managing that process of change, but it also will harm the final quality of the product. To give cover to the people who have to do that difficult job is nothing else than telling them that they will be protected at all time, whatever opposition will occur.

The formation of a team
Integrated and interactive policymaking requirers a special organisational setting next to and in full cooperation with the normal staff-line organisation. It needs a coherent fulltime 5-7 persons team. It is the task and duty of the projectmanager to establish that team, looking at the 'chemistry' that makes people work hard and consistently together under difficult circumstances. The charateristics needed are: being a developer, having courage and imagination, having charm and politness, having good analytical and communicative skills, being able to cooperate.

Getting the necessary means and instruments
Without means and instruments – uniquely for the team itself and not to be shared with thers – it is not possible to make good efforts. De most important means and instruments are:

- having an own budget, to decide upon by the projectmanager him/herself without interference of a boss
- having one large room for the total team to work in; do not split up the team in different rooms, cooridors or buildings
- having all the necessary equipment: the best computers, fax, copier, internet/email, worktops, etc.

Training and teambuilding
A projectteam needs a thorough training on the methodology of integrated and interactive policymaking. The training is the start of the whole process. During the process the projectmanager sees to it that the team grows towards a coherent group of people, devoted to their task, willing to produce the utmost quality. Therefore, the projectmanager spends money or emotional energy whenever he/she feels it necessary to give more input to building the team to a winning unit.

Process document
In the context of this first phase of the process a process document is produced: the project plan. That plan contains all the elements as mentioned above like: getting cover from the top, the methodology, the team formation, the budget, the room and equipment etc. The plan needs conformation by the (political) top. If this top decides to alter the plan, the projectmanager has to consider very seriously if he/she can live with these alterations without endangering the desired quality of the final output. If he/she thinks that the alterations diminish the chance of getting the job done professionally he/she has to step down immediately.

2. The stakeholders analysis

A stakeholders analysis is a list of the key persons that should be consulted as from the very first instance of the process. It is essential for acquiring commitment that no government agency first develops a policy or strategy on tackling the problems, asking other people to comment on that. That is wrong: in that case government has already taken a stance and will defend it throughout the consultation and decision making process. Instead, the first and utmost important job to do is: listen with an open mind to what they - the relevant outside world - have to say. Get yourself a magnificent source of feelings, emotions, wisdom, knowledge and drive around the problems by consulting people who have a functional relationship with the problems, without having blocked your perception beforehand by developing views yourselves at the first instance.

In order to find 'the relevant outside world' one needs a list of people, persons who are considered to have professional knowledge about the problems involved: the stakeholders. It would carry too far to go into the depth of the method of listing the stakeholders itself. The main element is: keep it wide, cover all aspects of the perception of the problems, and look into each relevant sector of society. Take also into account policymakers, lawmakers, people who take care of implementation processess, and law-enforcement.

The most important tasks at making a stakeholders analysis

Screening of the list
During the first training (being the start of the project) the projectteam is making – assisted by a small group of colleagues of about 15-20 persons – a first rough list of key figures. That takes only a couple of hours, working in three steps: first defining functional relationships with the subject matter, second the subfunctional relatioships and third names of persons. This provisional list needs to be screened (improved and enlarged) horizontally, by asking 20-30 colleagues (from within and without the organisation) to come up with (better) names) and vertically, by asking superiors, even the political top, to improve the list. In doing so, the first basis for internal and external commitment and involvement is being laid. It should be noted that in making such a list the process of change is starting gradually without people noticing it. There the involvement of the public starts. It takes about two months to establish a well designed stakeholders analysis. Again: it is just a list of people to be consulted, having all the names, addresses, telephone numbers, email references etc. in a database. It is not possible to tell up front how large the list should be: 50 stakeholders, or 500 or 1500? That depends on the feeling of the team (checked with others) that the list is containing that many stakeholders that all the relevant aspects of the subject is being covered: there the comprehensiveness begins. It is totally up to the projectmanager to decide if this list of names covers the comprehensive approach. If he/she decides that the job needs to be done with 450 stakeholders it is not up to a superior to say: "Do it with 75, that is enough."

Process document: a list of names, adressess, telephone numbers, fax numbers, email adressess, listed in three stages: functional, subfunctional point of perception, concrete names. The list has two appearances: one on paper and one in a computerised database. The list is - as process document - an instrument for the next step, but it is also a goal in itself: the (political) top needs a 'telephone directory' that contains the names of the relevant outside world, a directory that should be updated regularly.

3. The consultation

The actual consultation can be done in different ways:

bilateral interviews: this means that one interviewer talks to one stakeholder, askes six questions (see later), gathers the answers and delivers the computerised interview with the project team; this gives the best results, but is rather labour extensive;

group interviews: chaired by a high ranking public official or administrator a group of stakeholders - from 20 to 80 - gather together to be 'interviewed' collectively. First they answer the six questions (see later) on paper in silence. This is the written part of the meeting. After about 30 minutes the oral part start by questioning the group about severe aspects of the problems.

It is not possible to predict the time needed for the total consultation period. That depends largely on a) the number of stakeholders to be interviewed, and b) on the number of interviewers to set at work. It is important though that this part of the process is carried out under high pressure, preferably within one month or two at the most. See it as a 'hit and run' operation'. If the projectmanager is short of interviewers he/she must not make the mistake to cut on the number of stakeholders, but should strengthen the efforts to get more interviewers.

The most important tasks at doing the consultation

The letter to the stakeholders

The stakeholders are invited to take part in the consultation by sending them a letter by the highest ranking superior. The letter is short - 2 page at the most - and is written in the following style: "I am having a problem, I can not solve that problem without your help, please help me by accepting the invitation to be stakeholder in this process, granting one of my civil servants to interview you. Thus, the letter is open, vulnerable/non matcho, inviting and involving.

The briefing of interviewers

The consultation will be carried out by civil servants, not by hired external interviewers. Reason: doing the interviews yourselves is a major opportunity to create commitment between the administration and the outside world. It is the administration itself that should feel the 'blood, sweat and tears' by doing the interviews.

To optimise the outcome of the interviews it is necessary to organise a well prepared briefing for the interviewers. This briefing clarifies the goal of the consultation (working from outside to inside to gain commitment and knowledge about people's perception of the problems), why it is done by the administration itself, what the attitude during the consultation should be, what kind of questions will be asked, how the interview should be recorded, in what manner the outcome will be processed, etc. During the briefing the interviewers may indicate what stakeholders they wish to interview. That is the matching aspect of the briefing, a carefull consideration who shall interview who. There should be a certain level of equality between interviewer and stakeholder. In that sense it is imperative that also the high ranking persons in the administration do several interviews with high ranking stakeholders. Even a secretary-general or director-general is expected to do some interviews, to be able to grasp the essentials of the concept of interactive policymaking by working from outside to inside, and to show to the outside world that it is serious business.

Interviewers will be provided with materials as a bag filled with paper, pen, computer diskette, instructions, list of stakeholders, a present for the stakeholder, etc.

The six questions

The essence of the six questions, to ask during the interviews, is that they are not reflecting the content matter. They are open, procedural qeustions, usable in any field of policy. Previous experiences show that this type of question is more effictive to acquire relevant information than specific matter-related questions. The first three questions have a 'diagnostic' background, the latter three deal with the 'therapy'.
Question 1: What kind of developments with respect to the problem can be expected in the coming five to ten years?
Question 2: What are in your opinion the most important aspects of the problem? What is in essence the nucleus of the problem, what is the bottleneck, what is so painful and dismal in this problem?
Question 3: Problems, symptoms and bottlenecks do not pop up just like that. They have roots, causes. What are in your opinion the roots of the problems. what are the underlying causes?
Question 4: What should be achieved in the long run? What should be the ambition, the ultimate goal to be reached?
Question 5: Why do you feel that this should be the ambition?
Question 6: What could you yourselve contribute to achieving this ambition?

Process documents:

- the letter by the highest ranking superior
- presentation of sheets about the process, instruction about the consultation
- a large pile of interviews and group reports.

4. The anthology

The anthology is a book filled with relevant citations of the interviews. This anthology presents the superiors with an outstanding picture of what concerned stakeholders think, feel, experience, mean and want. Notice: the people who have been chosen to be stakeholders are persons who know what they are talking about. So, the anthology is a wonderful book that covers each and every aspect of the problems, the deep rooted causes of the problems and an overall view on the best solutions. In designing the anthology it is essential:
a) to use the full text of the relevant citation; do not change the text unless for necessary language adjustments;
b) to maintain overlapping and repeating citations; do not throw away texts that look alike;
c) to not make the mistake to have the anthology as small as possible in order to have a readible document; again, making critical mass is of utmost importance to be able to rise above the content matter;
d) to maintain citations that are critical or painful for decision makers; never drop citations that are difficult to swallow for the top;
e) to make an executive summary only if it covers the whole anthology; >force= decision makers to browse through the whole anthology and not giving them the escape to settle with an executive summary;

f) to forget about your personal opinions when making the anthology; let the content matter of the interviews do their work.
g) to use the material itself as the guide to make the clustering of the citations in paragraphs and chapters, never analyse the interviews with an up front designed classification,
h) to see to it that citations can not be lead back to the person who has said it: garantuee anonimity,
i) to make an annex with the names of the stakeholders involved.

The design of an adequate anthology may take 3-4 months.

The most important tasks at doing the consultation

Analysis
There should take place two analyses: an individual one of each member of the team and a team analysis. Each member of the team has to concentrate him/herself for at least one week (outside the office) in reading through the pile of interviews trying to produce an answer on the question: “What is it that these stakeholders are telling me in all those interviews? What is it all about? Where do I find areas of common interest, coherent themes?” If the tema members do not make an analysis of their own there will be a considerable lack in the final quality of the process. This aspect requirers the utmost concentration and attention.
The team analaysis is done immediately after the week each member made his or her own analysis: gathering for several days – preferably in a place outside the regular office – the individual analyses are melted together into one comprehensive analysis that shows the chapters and paragraphs of the anthology to be made.
From then on it is just a matter of ‘cutting and pasting’ of citations from the interviews into a draft anthology. While producing this draft one will see that the material is so rich that the first team analysis can be improved step by step.

Organising meetings
During the process of designing the anthology it might be important to start having meetings – internally and externally – on the content matter of the anthology to immerse each and everyone involved into the heart of the problems, and the deep rooted causes. Thus, building up more and better awareness about the vast amount of different aspects that go along with the problem in question. Having meetings on the anthology makes it possible to people to recognise that a) their opinion is shared by the opinion of many others, but b) that their are also differing or even opposing points of view, even worth while to consider seriously.

Feedback to the stakeholders
The final draft of the anthology should be send to the interviewed stakeholders and to all the interviewers to honour their efforts. In practise, this is always having a special impact. The stakeholders see that their observations have been treated seriously (becouse nothing has been left out), and that their remarks are accompanied by very many simular observations by others. Commitment is growing.

Process documents

- individual analyses, team analysis, first contents of the anthology
- a final anthology containing the personal (anonymous) views of the stakeholders, giving the decision makers an accurate oversight of how people who know about the problem perceive comprehensively the problem in all its component elements.

5. The problem and cause analysis

A problem and cause analysis is an X-ray of the causal complex. Such an X-ray is needed to find the hard core of the problem, and thus to enable the decision makers to fight the problem on the spots where success is most needed. Indicating these spots in the problem and cause analysis is called: indicating political intervention points, based on cost-benefit analysis and political feasibility. Without this problem and cause analysis effective solutions to the problem are out of the question. In general the step of desinging the problem and cause analysis takes 3-4 months.

The most important tasks at the problem and cause analysis

Team analysis
Jumping from the anthology to the problem and cause analysis is a special step in the process. Again it is necessary that the individual members of then team design an individual analysis of what they themselves perceive as to be the most important causal complexes in the anthology. Thereafter the individual analyses are melted together into one team analysis. This is nothing else than designing a series of large drawings/schemes that reveal the causal relationship between problems and causes.

Process document
A series of drawings (A0 format) indicating the causal complexes of the problems.

6. Expert meetings

The phase of analysing ends with organising a series of (internal and external) expert meetings. Those meeting are having a hybrid character:

a) on the one hand it is the purpose to ask experts to look back at the steps that have been done, answering questions like: are there white spots that have not been not covered yet, are there mistakes?
b) on the other hand the experts are asked to look forward and to propose the major rouads to solutions in terms of targets to be fullfilled, leading towards vision, strategy, goals and concrete actions.

The phase of the expert meetings is a matter of verification and agreement: to verificy if the process has been carried out adequately and carefully enough. And to agree on the result sofar. It takes normally a month to do the expert meetings.

The most important tasks at the expert meetings

Setting the major themes
On the basis of the anthology and the problem and cause analysis the projectteam sets the themes for expert meetings. The total number of meetings, how long they are, and how many people should be involved is an open matter. That is up to the projectteam to decide upon. It is thinkable to have a meeting for 100 persons during three days, or a meeting with 5 persons for only three hours. Anyhow, expert meetings are great instrument to enhance to level of commitment and involvement bottom-up.

Selecting participants
Participants might be stakeholders from the consultation, but also new people who – each from his of her own specific background or expertise – might throw an interesting light on the gathered materials. It is not abnormal to start for instance a process of integrated and interactive policymaking with a stakeholders analysis of 150 persons, to end up two years later having involvend over 1000 persons during the respective steps of the process. It enhances commitment and it produces 'abutments of a bridge', necessary for implementing the policy later on.

Indicating points of administrative/political intervention
Essential in this phase is the indicating of adminiustrative/political point of intervention. Looking at the series of drawings from the problem and cause analysis superiors make a cost-benefit analysis or feasibility balans to decide upon the question what causes might be eliminated with more profit than costs.

Process document
The expert meeting deliver accounts to fill possible gaps in the phase of analysis (steps 1-5) and to construct corner stones for the following phase of synthesis. De expertmeetings leveren verslagen op die gebruikt worden om eventuele gaten in de analysefase te dichten en om bouwstenen aan te reiken voor de hiernavolgende synthesefase.

7. The vision and the strategy

Traditional policymaking starts with vision and strategy. In a process of integrated and interactive policymaking the vision and strategy are the products of a deductive process, based on a full diagnosis of the problem and its deep rooted causes, based on a bottom-up approach by involving the relevant outside world from the first instance on. To start the process with a mission and vision is the most serious mistake one can make: no medical doctor comes with a therapy without having made firstly a proper diagnosis. All policymaking that starts with conceptualising mission and vision is doomed to fail.

How should we understand the concept of ‘vision and strategy’? It is two simple words that express only one thing: ambition. Ambition in terms of what should be achieved in the long run, the desired political outcome. In general this step is not that difficult to do. It might take 1-2 months to finalise this step.

The most important tasks at the vision and strategy

Making administrative/political judgements
During the process of designing the vision and the strategy clear administrative and political judgements have to be made. The choice for a certain ambition should be based on convincing facts, figures and arguments. This is the moment everybody has been waiting for since over one year. The decision leading towards the vision and strategy must reflect the material in the anthology and the problem and cause analysis. If the solutions are not directly related to the analysed problems the vision and strategy are not correct.

Process document
The result of this step is a book or paper that contains all the material with respect to the vision and strategy, reflecting clearly the fact that it is more or less ‘a mirror’ to the anthology and the problem and cause analysis.

8. Concrete goals

This step is an elaboration of the vision and strategy, laid down in a series of concrete goals. These goals may have different levels of abstraction. In a metaphor: if one sees the setting of the vision als marking where Rome lies, then the concrete goals mark the highways towards Rome. This step is not easy. It might take 2-3 months to establish a proper goal structure.

The most important tasks at the concrete goals

Process document
The policy is getting more and more shape by producing a series of goals, structured in a socalled goal-tree.

9. Concrete actions

Finally it is the concrete actions what is counting. The actions achieve the desired vision, the political results that one is aiming at. This is by far one of the most difficult steps inthe whole process. It might take at least 6 months to get a series of 100 or more concrete actions. An effective action is only accepted if it is clear about: the specific target of the action in relation to the goal that has to be achieved, the description of its nature, the intermediate targets that have to be passed, the udget that is required, the way evaluation of the action will be carried out during the implementation process, the alliancies that have to be set up with other agencies or with the private sector. Actions should be divided into categories: implementation within 2 years, within 5 years and beyond 5 years. It is of the utmost importance to build in a well designed evaluation system to assess during the implementation posible deviations of the proposed course and to readjust the course or the goals.

The most important tasks at the concrete actions

Process document
This step produces the final document: the policy paper, including the lay out of the phase of implementation.

10. The implementation

Then implementation starts by carrying out all the concrete actions. There are several pitfalls. Number 1: de assignment was to design an integrated and interactive policy. At the end of that process, during 1-2 years, the policy contains lots and lots of concrete actions to be carried out. Howvver, very often the political superiors say: “We cannot carry out that lot, we should make priorities.” That is nonsense, being exactly contrary to an integrated approach. If one wants to change the status quo one needs a great volume and mass of actions, to be carried out together at one time on each and every field where there is a battle to fight and win.
Another pitfall is stopping the proces of interactivity, losing all contacts with the people who have been at the bottom of this process. They are the most important actors to assist in carrying out the concrete actions. So, a lot of alliencies have to be designed.
A third pitfall is a bad or wrong preparation of the phase of implementation. It should start with exactly the same step as the process of integrated and interactive policymaking by seeking coverage from the top, establishing and training a team, finding a budget etc.

The most important tasks at the implementation

Process document
To carry out a succesful implementation (that might last 10-20 years) an well designed implementation plan is set up.

11. The facts and figures

During the process of development the team should gather relevant facts and figures. The personal opinions of the stakeholders, very often subjectively by nature, have to be backed up by proper data, stemming from studies, reports, statistics etc. It is desk research in an extensive way on the one hand, and ordering for more additional research on the other hand if necessary. The facts and figures are needed to back up the decisions made in the phase of the synthesis: vison, strategy, goals and actions. This task is carried out throughout the process and might take also 1-2 years.

The most important tasks at the facts and figures

Process document

The team produces a comprehensive ‘book’ on all the relevant facts and figures.

Finally

During the whole process internal and external communication and information takes place, including getting together with (political) superiors to get endorsements on the route that has been set out, or to change course. Due to the fact that throughout the process a lot of process documents are made the superiors will be informed at all time, in order to prevent them from having any intellectual or emotional gap of the process.

CHAPTER 3
REQUIREMENTS FOR AN INTEGRATED APPROACH

Introduction

The better the different phases and steps in this process of integrated, interactive policy development are taken, the better the end result will be. Skipping steps or taking them too lightly leads to low quality commitment and to low quality decision making. Therefore the following conditions should be taken very seriously if one wants to get a high quality process.

Unconditional commitment of the top

The management of change starts with unconditional commitment of the top. This has two aspects. Firstly the (political) superiors should express explicitly that they want a fundamental change. Secondly, they should express explicitly that they support the team throughout the whole process, even if things get difficult. No commitment of the top means no result whatsoever.

The project team should answer only to this boss. No interference is allowed by a Steering Group, or another 'committee' of high ranking officials who tend to protect their own turf instead of supporting the team through all these difficult parts of the process. Steering Groups or committees of influencial people (inside or outside) are welcome, only as feeder and supporter of the team, never as a controlling mechanism.

A dedicated fulltime team

There should be a fulltime dedicated project team, lead by a skillfull project manager, not skilled in the content matter of the problem but in the management of change by developing an interactive process. The team, about 5-7 persons, should be multidisciplinary, having great analytical skills and being experts in the methodology of interactive policy making.

A well balanced budget

The project manager should have a dedicated budget, about ½ million US dollars per year. He/she should be responsible for the budget: no interference from higher persons is allowed.

Enough time to do the job professionally

Integrated, interactive policy development seems to cost much time but that is not the case. The better the methodology is applied the faster the decisions can be made. In general one needs to think of 1-2 years before a well-prepared policy plan, including a concrete action plan, is ready. Cutting of time means bad results in the long run. If the top is not prepared to grant that time: don't do the job.

All instrumental facilities

The project team needs all necessary equipment: a large room to locate the whole team, modern computers for each member, all necessary supplies. In other words: 'if there is a war to be won you should give your warriors everything they need to win that war as quickly as possible'.

ANNEX 1
EXAMPLES ON THE APPLICATION OF THIS METHODOLOGY

This methodology on integrated and interactive policymaking has been developed from the mid 70ties by Klinkers Public Policy Consultants in the Netherlands. It has been applied in a lot of projects of the Dutch authorities (state, provincial, municipal) as for instance:

- in developing the Second Structure Plan on Traffic Transport and Infrastructure (1987-1990) of the Dutch government with an implementation period until 2010
- in developing in completely new public transport policy (1996-1999) of one of the Ducth provincies
- in developing an administrative strategy to fight organised crime in Amsterdam apart from the strategy of the prosecution and the police.

Furthermore this methodology has been applied in 1990-1991 by the European Union in developing the famework for transnational infrastructural networks.

The Bangkok Metropolitan Administration (BMA) has used this methodology in 1998-1999 to develop a strategic plan for on traffic, transport and infrastructure for Bangkok to ensure access and mobility within a sustainable environment and a prosperous economy.