



Institutions for Inclusive Development (I4ID)
LEARNING BRIEF

Political Economy Analysis (PEA)

Insights on Inclusive Institutions

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Political Economy Analysis (PEA) - Insights on Inclusive Institutions

KEY LEARNING POINTS ON INCLUSIVE INSTITUTIONS

- Institutions are more than the organisations that embody them; they are the formal and informal rules of the game (the ways things are done).
- It is difficult to impact the inclusiveness of institutions if you have only defined them as organisations. An organisational approach can secure surface level gains; however, it is unlikely to change the structural features of the system that affect the agency of women or the way women are seen by men.
- Inclusiveness is a function not just of who is in an organisation or how it is structured, but also of the formal and informal rules, values and norms that structure the ways in which it works and the outcomes it produces.
- In order to address the complexity of institutions and their inclusiveness, programme decisions and strategies need to use evidence generated by analysis. The best form of analysis is gendered and inclusive PEA.

1. BACKGROUND

Institutions for Inclusive Development (I4ID)

was a £11.6 million adaptive governance programme funded by the UK Foreign, Commonwealth and Development Office (FCDO) and IrishAid until 2020. The programme aimed to 'work with government, representative institutions, civil society and the private sector to strengthen institutions in Tanzania to become more inclusive and accountable so that economic growth and services bring more benefits to women, youth, and poor and vulnerable people'. It was designed as an adaptive facility to show how complex development problems can be resolved by testing and iterating scalable solutions with diverse stakeholders to broker collective action and systems change. I4ID took an issue-based approach, covering a set of workstreams in diverse areas, such as water access, urban spatial planning, inclusive education and menstrual health management. The programme was implemented by a consortium, led by Palladium, that included SNV Netherlands Development Organisation, Overseas Development Institute and BBC Media Action.

I4ID used the process of rapid experimentation as an adaptive approach to supporting partners. The objective was to test opportunities for impact, identify entry points and inspire 'purposive muddling'

in their partners as a route to driving inclusive shifts in institutional systems.

Political Economy Analysis (PEA) was a critical component in I4ID's approach. At the national level, a timely PEA study helped the programme adapt its approach to the complexity of the political context. At the workstream level, the programme planned to use real-time PEA as a dynamic process to keep workstreams on track with some successes and some challenges.

This led to questions for the donors as to what constitutes good PEA for programme design and implementation; how PEA as a dynamic process might be used to keep programmes on track; and which PEA approaches best support decision making within rapid experimentation cycles.


PEA approaches ask that programme teams pay attention to how power affects ways of working: how donors and implementers work, and how other stakeholders work. PEA can help donors and implementers address institutional issues including why what should happen (the formal rules and regulations for ways of working) is often undermined by the informal ways of working that actually drive behaviours and systems.

This learning brief draws on PEA and gender equality and social inclusion (GESI) approaches to provide insight into challenges faced by I4ID as it sought to support inclusive institutional change at a systems

level. **The aim is to provide lessons on how a gendered and inclusive PEA-informed approach can support donors and implementers in better defining 'inclusive institutions' in order to programme more effectively.**

The Brief starts by making a case for the benefits of a PEA approach to defining institutions and builds out the inclusive elements of PEA using GESI theory. An examination of two of the I4ID workstreams is then used to derive lessons for donors as they construct business cases as well as engage with and monitor implementation team practices.

2. WHAT PEA BRINGS TO WORKING ON INSTITUTIONS



A gendered and inclusive PEA approach adds complexity to the idea of institutions and can help donors and implementers to sense check whether a programme's problem analysis adequately explores institutions as a set of formal and informal rules of the game embodied in organisations and people.

PEA frameworks examine the structural features of the arrangement of power in a context, how those interact with and affect the way things are done (the formal and informal rules of the game), and what types of behaviour the structures and rules of the game incentivise in actors (people and organisations). In governance programming, it is important to understand how the structural features shape the rules of the game in relation to – for example – service delivery. An analysis that lays out the implications of the relational dynamics between the structures, rules of the game and actors should provide insights into how change happens.

An inclusive institution is one in which:

- The way the organisation works adheres to principles of equality and inclusion in terms of the formal and informal rules, values and norms, such that these rules shape inclusive behaviours in the people and the organisation, and

- There is a more balanced representation and ratio of men and women, and marginalised and vulnerable groups in the staff of an organisation. Women and marginalised groups are visible in leadership and decision-making positions.



Structures

The physical and social factors that shape the underlying systems, including historical legacies, resource endowments, demography and geography.

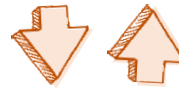


Rules of the Game

The formal and informal ways things are done, including norms, and values that influence the behaviour of actors.

Formal rules are codified, monitored and can be enforced (legislation, regulations).

Informal rules rely on common consent or relations of power and authority (political networks, gender roles, patronage systems).



People and Organisations

Individuals and organised groups that programmes partner with or seek to engage and influence in order to drive change.

PE Dynamics

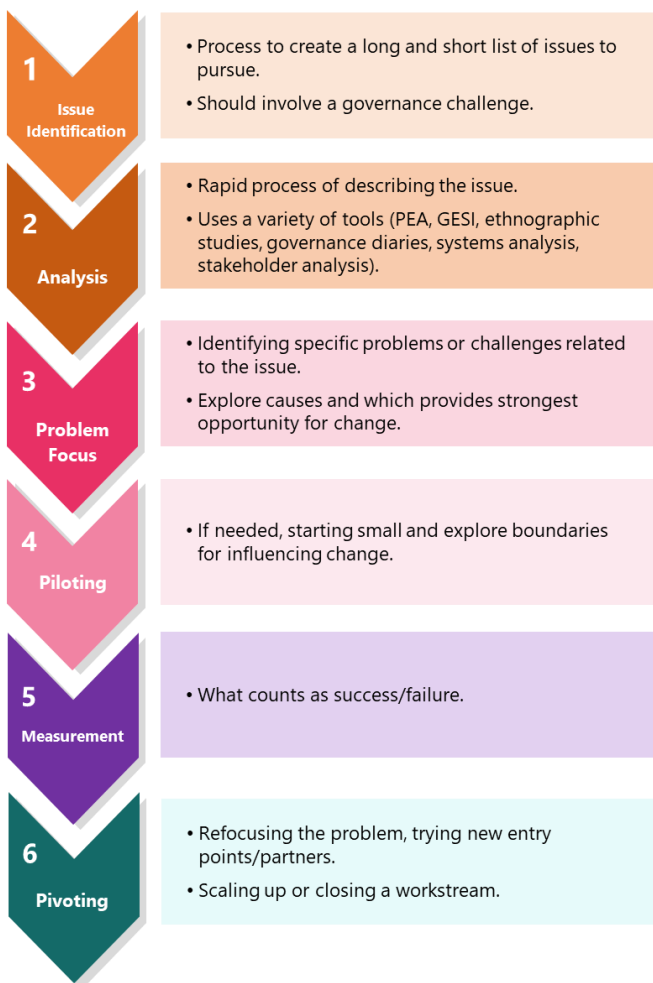
Causal relationships and feedback loops between building blocks. How change happens and the implications of change.

A programme and its partners seeking to strengthen institutions to become more inclusive need to understand and then support action to change the who (how inclusive the organisation is), the formal and informal rules and norms (the way things are done), and how people within the organisation behave and are incentivised to behave towards others and in respect of their roles. Work needs to be done on all three elements to support local actors to build more inclusive institutions.

3. LESSONS LEARNT: INCLUSIVE INSTITUTIONS - THEORY AND PRACTICE

If inclusiveness is about the core values that drive how people relate to one another and shape their preferences, it becomes easier to predict what change they want to see happen and to understand the likelihood of shifting their preferences through collective action. **How did I4ID try to do this through their adaptive rapid experimentation approach and where might a broader definition of institutions have served to support more inclusive outcomes, or pivot the direction of or away from particular issues and workstreams?**

This section examines two of the I4ID workstreams – Inclusive Education and Urban Women Vendors – across the six stages of rapid experimentation to identify strengths and weaknesses in the programme’s approach to inclusive institutions.



The analysis of the two workstreams presents actions taken by the programme and successes alongside identifying gaps in the approach that, in some

instances, resulted in poor outcomes. The section then uses the workstreams, in conjunction with gendered and inclusive PEA approaches, to derive four broad learning points that would strengthen the sustainability and impact of programmes working on inclusive institutions.

3.1. Programming for more inclusive institutions in practice - Inclusive Education

The purpose of the inclusive education (IE) workstream was to address the barriers to learning experienced by deaf students within the Tanzanian education system. These included the need for a standard language for communication for over half a million deaf people and a better adapted education system, to enable them to communicate, learn, earn and participate with other deaf people and wider society.

I4ID developed the workstream in response to an event – the national scandal resulting from deaf students in Njombe failing their national exams – and the political pressure on the Ministry of Education to respond and address the causes of the problem. The programme worked in conjunction with a range of organisations and actors to generate shared research and collective solutions to the barriers to learning experienced by deaf students.

Organisations worked within/on included:

- Ministry of Education, Parliament (in the form of individual MPs)
- National Examinations Council of Tanzania (NECTA)
- The Federation for Organisations of People with Disabilities (SHIVYAWATA)
- Tanzania Association of the Deaf (CHAVITA).
- BBC Media Action.

Formal institutions worked on:

- The way education for deaf students is managed and delivered (policy)
- The way teaching and learning for deaf students is structured and managed (curriculum and teacher training).

Informal institutions worked on:

- Not necessarily directly, but the move to include sign language translators on national TV that began to shift perceptions and understandings of as well as social norms around deaf people.



What could I4ID and its donors have done differently?

I4ID's inclusive education workstream successfully addressed how education is managed through work on the formal and informal rules of the game as well as key organisations. The project approached the institution in ways that structured the work to address its inclusiveness. The workstream understood and addressed:

- ✓ how education is managed – teaching and learning (the institution)
- ✓ government and ministerial policies, guidelines and regulations on the management of teaching and learning for people with disabilities (the formal rules of the game)
- ✓ cultural norms and values related to people with disabilities (the informal rules of the game)
- ✓ Ministry of Education, NECTA, CHAVITA, SHIVYAWATA, BBC Media Action (actors/ stakeholders).

In order to strengthen the reach of the outcomes for deaf students and facilitate scale-up to include initiating systemic change for all students with disabilities, donors could ask the following questions of similar projects to achieve broader impact:

- ✓ Is there an assumption that the reaction to the scandal at Njombe and the action by the Ministry of Education to address it is an indication of a commitment within the state to transform how education is managed for students with disabilities?
- ✓ Are there other partners that could be brought on board or kept within the coalition? For example, the Commission for Human Rights and Good Governance (CHRAGG) or the Parliamentary Portfolio Committee on Education, or using the established relationship with SHIVYAWATA to pilot similar initiatives for students with other disabilities?
- ✓ What rules of the game was the intervention designed to affect and what other rules of the game need to be shifted in order to scale up or ensure the sustainability of the gains?

3.2. Programming for more inclusive institutions in practice - Urban Women Vendors

The goal of the Urban Women Vendors workstream was to support the welfare of women traders through improved municipal governance, partly through greater voice and participation in municipal planning. While the project was successful in securing the cooperation of municipal authorities, the support issued was largely technocratic, which addressed the immediate needs of municipalities under pressure to implement a directive from the Executive, as opposed to meeting the needs of women vendors. There was consensus among stakeholders on the need for inclusion of women, but the support offered by the programme focused on women as a beneficiary group and specific organisations and did not address

the structural factors or the rules of the game affecting women's voice on the issue.

The Urban Women Vendors workstream opportunistically responded to a July 2017 presidential directive that the Local Government Authorities (LGA) in Mwanza should stop harassing vendors. Piloting in Mwanza therefore looked like a quick win for the city and I4ID. In addition, I4ID had connections to the LGA and one of the I4ID donors was a long-time partner of the women's rights organisation that I4ID partnered with.

Organisations worked with included:

- Local Government Authorities (LGAs)
- Vendors Associations/Committees
- Women's Rights Organisation.

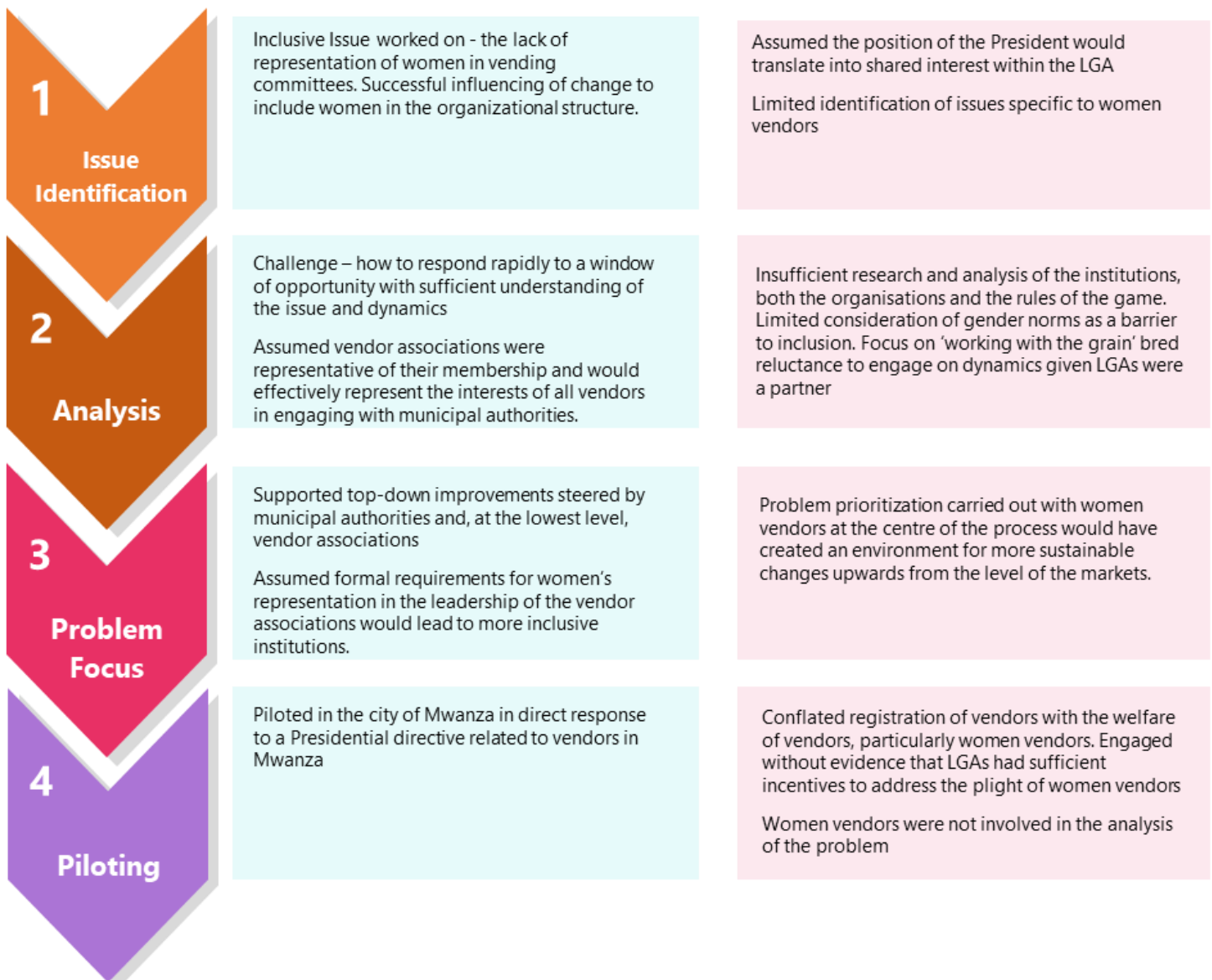
Formal institutions worked on:

- Rules of the game for representation in vendor committees
- Regulations for issuing of vendor IDs.

No work on informal institutions (rules of the game)

In selecting an issue based on a political position, I4ID correctly assessed the high likelihood of traction and therefore engagement between the LGA and Vendors Associations to resolve the conflict between the two organisations. However, the programme made an assumption about the ease with which gender and inclusion could be introduced as part of the resolution. This was a function of the opportunistic decision to engage coupled with

women vendors. This meant that I4ID was trying to influence a process that served both the LGA and the male-dominated Vendors Association without sufficient understanding of the exclusion and marginalisation of women in the context. The programme sought institutional change through organisations rather than through work to shift the ways in which urban planning and management affect the way things are done. As a result, the gains were technical (nominal increase in women’s representation, infrastructure solutions) and limited to shifts in the formal rules of the game (regulations around IDs, nominal increase in women’s representation) without any substantive impact on the ways in which urban planning and vendor organising marginalises women.



insufficient research into the needs and priorities of



Indicators were designed to capture formal changes.

Indicators did not capture important dynamics at the market level that were exclusionary towards women. Success should have been measured in terms of the facilitation to support shifting understandings of and attitudes towards women and the challenges of women vendors.

Occurred on completion of the vendor ID distribution process.

Choice of next step – infrastructure issues – taken to gain the trust of the LGA rather than address the exclusionary rules of the game.

What could I4ID and its donors have done differently?

I4ID’s Urban Women Vendors workstream focused on organisations and the formal rules of the game as the institutions it sought to change. A gendered and inclusive PEA approach to markets and vendors in urban settings would have nuanced this understanding by defining the institution as the way things are done and adding informal rules of the game and additional stakeholder groups, such as:

- ✓ how urban planning manages informal traders (the institution);
- ✓ cultural and gender norms and values related to vending, political networks and decision making (the informal rules of the game); and
- ✓ Female Vendors Associations (or looking at the prospects/feasibility of establishing them), residents associations, broader women’s organisations and groups, Parliamentary Portfolio Committee on Local Government (actors/ stakeholders).

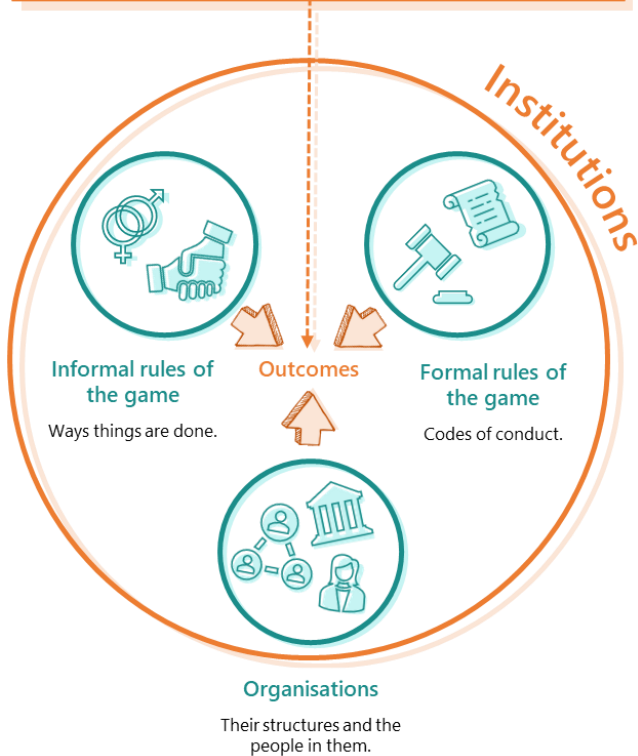
To move beyond securing technical (infrastructure) and formal (issuing IDs) wins to address the social norms that shaped the exclusion of women vendors, donors could ask the following questions of similar projects to ensure the approach, problem focus and impact are designed to affect the inclusiveness of the institution in question:

- ✓ Is there an assumption that a public statement (position) from the President on this issue opens up space to address how urban planning manages informal traders and the specific challenges of women vendors?
- ✓ What are the problems that urban women vendors face? This would have ensured specificity in the workstream focus – a beneficiary group (urban women vendors) is neither an issue nor a problem.
- ✓ What evidence are you using to determine the causes of problems women vendors face and were women vendors involved in the identification of the issues and decision making on entry points?
- ✓ What rules of the game is the intervention designed to affect and will a shift in those rules of the game lead to improved inclusion in urban planning around markets and informal trading?
- ✓ Do the indicators being used to measure the project capture both changes in the formal rules of the game, as well as shifts dynamics and the informal rules of the game at the market level that are exclusionary to women?

3.3. Lesson 1 - Institutions are more than the organisations that embody them.

A PEA lens reminds us to think about institutions as an amalgamation of three interrelated elements – formal rules of the game; informal rules of the game; and organisations and people – where rules of the game refers to rules, norms and values.

It is at the intersection of the three elements that institutions exhibit inclusive or exclusive outcomes based on the behaviours incentivised by the rules of the game



PEA defines institutions as the way things are done or the rules of the game. PEA further differentiates between formal (codified, third-party monitored) and informal (personalised and unwritten) rules of the game. It is these ways of working – formal and informal – that shape the behaviour of actors in organisations. PEA frameworks then define organisations as actors (individuals or groups of individuals in structures). PEA therefore looks at institutions and organisations separately. This separation of the analysis into two parts directs attention to the system (the behaviour actors are incentivised to adopt based on the rules of the game).

Examples of the PEA differentiation between rules of the game (institutions) and organisations: the Ministry of Finance is the organisation that embodies the rules and norms governing Public Financial

Management. Public Financial Management is therefore the overarching ‘institution’ within which the Ministry of Finance is an organisation. How elections are managed is the overarching ‘institution’ within which electoral commissions and political parties are organisations. Or – relevant to I4ID workstreams – how education is managed (teaching and learning) is the overarching ‘institution’ within which the Ministry of Education, schools and Parent Teacher Associations (PTAs) are organisations. How urban planning and order are managed and used is the ‘institution’ within which Local Government Authorities and Vendors Associations are organisations.

Institution questions that should be answered by issue-specific PEA or issue concept notes

- ✓ Are government, civil society, and donor and/or business dealings conducted primarily through formal channels or through informal personalised relationships?
- ✓ Is trust between the actors in a particular organisation primarily based on personal relationships or formal arrangements?
- ✓ What informal relationships exist between business leaders, government and other actors (unions, criminal networks)?
- ✓ Are formal institutions easily manipulated by individuals in positions of authority, or sidelined by informal rules and practices (such as patronage networks)?
- ✓ Informal rules, if they dominate, can become routine – how might that impact the capacity of different stakeholders to take action?

If PEA is used to draw attention to the three interrelated elements of institutions – formal rules, informal rules, and the people in and structures of organisations – it changes the questions asked, the understanding developed and the partners chosen by projects. **Therefore, the application of a PEA approach is more likely to result in a set of activities that seek out systemic barriers a project needs to address, producing a higher likelihood of achieving impact that is sustainable and inclusive.**

3.4. Lesson 2 - An inclusive organisation does not necessarily make an institution inclusive.

An organisational approach focused on people and the formal rules of the game (how an organisation is intended to function) can secure surface level gains; however, it is unlikely to change the structural features of the system that affect the agency of – for example – women or the way women are seen by men. PEA reminds us that ‘people can and do change their behaviour’ but it depends on the incentives – reward and sanction – structured by the formal and informal rules of the game.¹ If a programme only analyses the organisation and the formal rules of the game, it is difficult to drive change or transform the relationships that generate inefficient, ineffective and unequal outcomes.

This draws our attention to the importance of definitions and the implications of a lack of definitional clarity for programming impact. For example, drawing from the I4ID business case, terms like ‘the common interest’ and the ‘public interest’ were used in reference to more inclusive institutions. These terms are problematic for development interventions because they hide the very divisions and inequalities in society that FCDO and their international development partners want to address. Pause for a moment and reflect: are poor women’s interests likely to be the same as more wealthy women’s interests? Are Masai interests in maintaining grazing rights for cattle going to align with a European milk manufacturer and the Government who want to build a new factory in the middle of Masai grazing territory? The use of ‘development speak’ or normative assumptions can lead to incoherence in programming. In the I4ID business case, specificity of definitions might have reframed the outcome from:

taking “collective action in the public/common interest” to “collective action in the interests of those who are poor, excluded and unequal. Such action should be based on qualitative research to

understand specific target groups and the barriers they face.”

Inclusive analysis: Questions to ask

- ✓ Which of these institutions is relevant for our governance programmes and why do they matter for gender equality and social inclusion?
- ✓ What is it that they say and do, or don’t say and do?
- ✓ What processes are there in place in these institutions that help poor and marginalised groups transcend the shackles of poverty and slavery, or keep them in place (the most likely)?

3.5. Lesson 3 - Rules, norms and values matter.

Inclusiveness is a function not just of who is in an organisation or how it is structured but also of the formal and informal rules, values and norms that structure the ways in which it works and the outcomes it produces. The way to find out about inclusion across these dimensions is research, research, and more research – conversations, social consultations and literature review. The research does not need to be exhaustive and expensive (see Box 3 on rapid gendered and inclusive analysis of local government in Somalia). A programme can try to answer just three questions to ensure more targeted and sustainable work on inclusive institutions:

1. How inclusive is an institution?
2. How inclusive are the ways in which it works?
3. How inclusive are the outcomes of that work?

If we can answer those questions as we design and shape programming, it will be more likely that funding can bring about shifts in people and their contexts that will help them facilitate transformational change.

- **How do you find out how inclusive institutions are?** Use PEA and GESI analyses –

¹ Sayer, A. 1999. Realism and Social Science. Sage Publications Ltd

or do them as a combined analysis – to nuance activities.

- **How do you find out how inclusive the ways in which an institution works are?** You need to understand what rules of the game operate within the institution. It is important to pay attention to both the formal written rules (codes of conduct, regulations) and the informal rules (unwritten criteria for career advancement, familial or cultural obligations, and gendered norms). A programme needs to understand what rules exist, how many systems of rules exist and whether they are complementary or competing. A programme should also know where formal or informal rules dominate in the way things are done and what behaviours that incentivises among the actors within or linked to the institution.
- **How do you find out how inclusive the outcomes of the work of the institution are?** A gendered and inclusive lens as well as the PEA principle of ensuring programming is context specific and locally led reminds us: it is our job to support local actors to understand the ways in which institutions are reproducing inequality (the rules of the game).

The use of gendered and inclusive PEA understandings of institutions could have supported the I4ID workstreams to achieve more inclusive outcomes. For example, this approach would have involved questioning how ‘working with the grain’ can obscure the dominance of informal rules of the game that are exclusionary. In the workstream on Urban Women Vendors, I4ID conducted limited analysis, particularly gendered and inclusive analysis, of the way in which the municipalities and the Vendors Association functioned (the rules of the game). As a result, they advocated for more women in the Vendors Association structure (a purely organisational focus) and did not address the structural barriers to women’s participation (the informal rules of the game). The approach – ‘just add women’ to the formal structures – made no difference to whether the women were valued equally, empowered and listened to in positions across the hierarchy of the Vendors Association.

In Somalia, United Nations Development Programme and United Nations International Children's Emergency Fund commissioned IPE Global to conduct a short low-cost qualitative study to find out how inclusive local government departments were. Women and other minority groups working in a range of different departments were asked what barriers they faced in getting to work, being in work and in being heard. Here are two of the many qualitative responses that captured just how exclusive government institutions in Somalia are and the problems women face:

“If I want to make lunch, there is no space where I am welcome to make it or eat it. If I go to a meeting, I am expected to sit at the back. I know that if I ask a question or give an opinion it will offend. Women are expected to do the work and stay silent. If I want to say something, I have to find a man to say it for me.”

Female civil servant, Somalia

“There were no toilets in any government departments for women. Then the government started building them. But the men would use women’s toilets. They would say: you go home to where you belong. All toilets are men’s toilets. All space in the office is men’s space.”

Female civil servant, Somaliland

3.6. Lesson 4 - Base decisions and strategies on evidence generated by analysis

In order to address the complexity of institutions and their inclusiveness, programme decisions and strategies need to use evidence generated by analysis. **The best form of analysis is a gendered and inclusive PEA.** Two considerations are necessary in respect of analysis.

First, **a separate GESI study is unlikely to inform strategic decision making in the same way as a PEA does** – this is one of the challenges of mainstreaming. There is a growing body of research into and efforts to design PEA approaches that are better at seeing and including GESI principles.² A gendered and inclusive PEA is one way to address this issue and should reveal the fault lines of marginalisation, as well as help programmes understand how exclusion happens.

A gendered and inclusive lens to analysis and understanding of the rules of the game draws attention to the structural drivers of these rules, particularly in relation to norms. For example, patriarchy is a structural driver of gendered social norms. In this way, gendered and inclusive approaches support a focus on the relational dynamics between the building blocks of the PEA framework and highlight where and within what constraints individuals or groups of actors have agency to take action, particularly if they are marginalised in a society or context.

At the same time, a gendered and inclusive lens adds nuance to PEA frameworks by insisting that practitioners ask a broader range of questions (see Box 2: Inclusive Analysis Questions to ask) and think about who they ask the questions of during research. Donors and implementers then have more and better evidence with which to assess the feasibility of actions and the extent to which programmes may or may not support sustainable shifts in institutions that could lead to transformational change. The approach

recognises that organisations have practices which discriminate and that these are not always obvious but can be pervasive. Didier Eribon in his book 'Returning to Reims' warns against merely reproducing the perspectives of poor men and women as this can entrench their practices and desires, perpetuating the status quo.³ The power of a theory-informed approach lies in the fact that it does not reproduce poor and disadvantaged perspectives, but rather sets – as a goal – an enabling process that supports individuals and groups to see and to think differently about what they are, and what they do, and then, perhaps to change what they do and what they are.

Second, **analysis does not always have to be 'expert' and 'time consuming'**. Transformational change takes time. PEA analysis does not have to. In the design of a business case or the inception period of a programme, there is value in expert analysis that seeks to not only understand the context but also apply comparative and theoretical bodies of knowledge to the specificities of the context.

In programming – and rapid experimentation in particular – a problem-focused sectoral analysis should be done (by experts or the team) and need not necessarily take the form of a long analytical report. An issue-based analysis should also be undertaken with partners and by the team. These analyses should inform stakeholder mapping that focuses, for PEA, on interests, incentives, alliances and networks that determine power relations in the space (including power struggles). Rapid experimentation enables more rapid assessments, but if you are not asking the right questions you fall easily into the trap of 'doing what we've always done', 'doing what worked in X context' or 'working with the grain' and in so doing, missing the mark and further prejudicing marginalised groups.

² Ongoing attempts to develop gendered and inclusive approaches to PEA include the GADN Briefing Note (May 2018), work from the DLP Gender and Politics in Practice team (2018), a USAID Learning Lab blog on the issues and the DFID GSRDC note on Gender in Political Economy Analysis (E. Browne, 2014)

³ Eribon, D. 2009. Returning to Reims

What does good look like through the lens of a gendered and inclusive conceptual framework?

Geographical region, sector, actors	Are all seen from a poverty and gender perspective?
Workstream	<p>There is visibility of poverty, gender inequality and exclusion in response to the following questions:</p> <ul style="list-style-type: none"> ■ Who will benefit? ■ Who might not benefit and what is their profile by gender and other intersecting characteristics? ■ What is the nature of their disadvantage (assets, resources, skills)? ■ What policies, structures, systems, process, ways of working present barriers for those who are excluded? ■ Who are the intermediaries who can facilitate change? ■ What are the norms in place that exclude?
What are the entry points for action (e.g., to raise awareness and build capacities)?	<ul style="list-style-type: none"> ■ What are the issues and why? ■ Who are right partners and why?
Objectives	<ul style="list-style-type: none"> ■ Inclusion and gender equality as a way of working and a result.
Strategy	<ul style="list-style-type: none"> ■ To work in an inclusive manner; to secure results for those excluded, etc.
Approaches	<ul style="list-style-type: none"> ■ Are they theory-based and socially empowering?

4. DOS AND DON'TS ON INSTITUTIONS FROM A PEA PERSPECTIVE

As in the case of I4ID, adaptive programmes using rapid experimentation approaches can get things right in one workstream and not in another. They can apply gendered and inclusive lenses well on one issue and yet make an error of judgement as to a politician's commitment to reform in another sector. There are no right answers in adaptive programming, but there are some rules of thumb that can support stronger partnerships and engagement while maintaining flexibility as you try to keep projects on track. These include:

- ✓ Take time to engage with others in your team, implementers, and local partners on what you mean when you use terms like 'public interest' or 'inclusive institutions', and what success looks like from your perspective.
- ✓ Adopt an inclusive PEA lens – always look for or ask about the rules of the game and, particularly, the informal rules of the game. Remember that it is easier to identify the formal rules (the regulations for vendors) than the informal rules (the political networks that allocate market stands). If something does not work as it is supposed to on paper, ask why.
- ✓ The first question to ask of a proposed issue-based project or workstream is – what institutions or rules of the game would be affected and would these lead to broad social inclusion? If the answer is no, ask for more analysis to be done. If the answer is still no, there is limited value in pursuing the workstream.

"Designing programs that alter the underlying rules of political and social systems is the key to successful reform" (Kleinfeld, 2015: 2)

- ✓ Check your assumptions about what constitutes analysis and place value on locally defined and led research, problem definitions and success indicators.
- ✗ Don't be satisfied with an answer to a question about institutions that begins with an organisation or only includes an organisation. Parliament or the Ministry of Education are organisations.
- ✗ Don't ask projects working through rapid experimentation to produce 20-page reports or strategy papers that will not be read and are not helpful to projects seeking quick wins that build the relationships and trust that can become the basis for systems change.

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