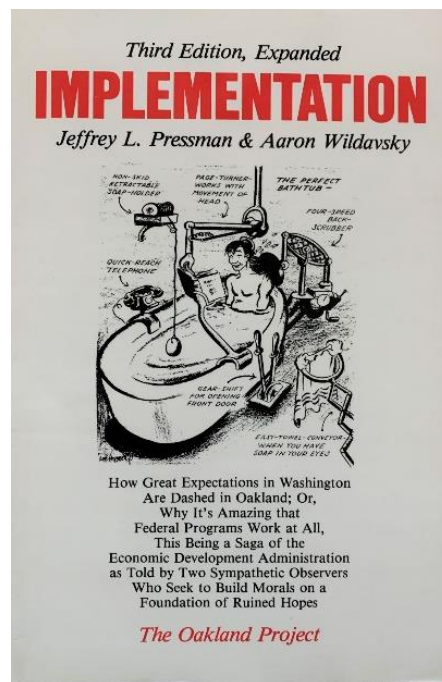**Book Review**

Implementation

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Implementation, a little book, was written by Pressman and Wildafsky who are well-known scholars of public policy in Public Administration. It becomes one of the great books students or practitioners should learn why implementation failed. To investigate the interesting case of policy implementation in many perspectives, Oakland project created by the Economic Development Administration (EDA) funded by the U.S. federal government in 1965, is picked to explain. The EDA was given by the Public Works and Economic Development Act, passed into law on August 26, 1965, aimed to aid the depressed areas of the United States. Nevertheless. there are risk things happened in this program analyzed by the authors so that it is very important to remember that failures of policy implementation should be avoided during the process of making policies and implementing policies.

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Oakland, the city in California, in the United States, is chosen to experiment a project due to its high numbers of unemployment and racial unrest. To reduce these problems, Oakland project is the initiative project to develop economics in the city particularly create jobs for unemployed minorities. Thus, the two main objectives of this program is to construct public works and provide jobs to minorities. It began in the short time to be approved to formulate and implement with many participants involved in this project. At beginning of the project, it seems to be enlightenment of city and prosperity of economic development, but it has not unexpectable and undesirable. Unbelievable by the authors that the policy was formulated with all participants who were agreed on the overall goals, public projects were undertaken with financial allocations, and the employment plan was set. Even though, the EDA project aims to simplicity, it is eventually rather complexity which involved a large group of diverse participants.

This book is straightforward to access due to presenting from the appearance of this program to background of this program, projects implementation inside, analysis of the implementation experience, analysis implementation in context and evaluation and EDA history. Through the case, we can see why the EDA project failed, what it should be to avoid the failures.

To perceive the definition of implementation, the authors defined that implementation is the ability to forge subsequent links in the causal chain to (X is initial conditions and subsequent chain of causality) reach the desired goals (Y). Consequently, implementation involves forging a causal chain from objectives to results. Implementation is as control, one may observed implementation as planning and design and one may perceived into interaction. The authors noted that we misunderstand about policy and implementation with rarely distinguish them. Warning from the authors that the separation of policy design from implementation is fatal. In my view point, I rather agree with this warning while policy is an abstract relying on concepts and theories, but implementation is an action which apply that policy to act. In this case, good policy will enhance good implementation. It should contain means and ends. Information, moreover, is crucial for decision makers how to decide the best alternatives with less failures. Once program is action initiated to secure objectives, implementation is a process interaction

between the set goals and actions which leaded to achieve them.

The main objective of the EDA project was to help stimulate the economy in Oakland by creating public work projects that would create jobs for the unemployed African-American people. The EDA had four major projects in Oakland with total $23,289,000 : an airport hanger ($10,650,000), a marine terminal ($10,125,000), a port industrial park ($2,100,000), and an access road to the coliseum ($414,000). However, other projects were added later during the planning and implementation process. Eugene C. Foley, assistant secretary of commerce, spearheaded the EDA-Oakland project. In Foley's perspective, similar projects had been successful in rural areas and he wanted the same success for the Oakland project. However, the EDA staff in Oakland confronted with questions about what is the job guarantees, how to tie business development to jobs for the long-term unemployed.

However, for the most absorbed in this book as the central part is the results of this project which demonstrate the failure in various causes.

First, delay in implementation, delay is obstacle of the project even if the policy makers cannot measure time achievement. Delay can increase implementation cost and cause a kind of corruptions. In this project, participants take out degrees of opposite by delay. They may refer that they have other jobs to do, so delay occurred on EDA project. For example, the port of Oakland's architect delayed his work on plan for the marine terminal because his staff was busy on other port project. Delay is a terrible barrier to implementation. Delay is an influential strategy for those who oppose the program. It could be concluded that the greater their power and intensity of their preferences, the more effective of their desired result. What is more, when a program depends on so many actors, an agreement will be considerably problematic. Consuming much time and resources for re-negotiation, the result leads to delay in implementing the policy. While ultimate agreement is possible, but no certain means, delay is probably inevitable.

Second, multiple participants in implementation, when a distinct group of participants with uncertain number of participants involved in making decision, each of them has different organizational objectives. They may agree with its substantive goals, but oppose the means for operations. As decision points or agreement required the clearance

by multiple actors to further implementation, it tends to be difficult. Nonetheless, implementation must pass through multiple decision points. When adding more decisions, it would lead to fail. Furthermore, different criterions of success for each project has a specific goals and different criterions of success, for illustration, original EDA leadership has criterion for success when the number of jobs created for minorities in Oakland increases. The port of Oakland will succeed if the expansion of its facilities increases. While the department of Health, Education and Welfare have other key criterions for success, their success is increasing of funding for their established skill centers for training. This can be concluded that multiple goals and decision paths implementation of the EDA policy would be difficult from the beginning. The authors noted that there are two separate decision paths to achieve the goal of reducing unemployment which are financing the construction of the public works project and developing a hiring plan. Unfortunately, the more increasing the number of decision paths, the more increases the number of decision makers. Decision making will become more difficult because decision makers in each of paths has different criterions of completing of policy. The more complex of multiple participants of the program, the more challenging parts to succeed.

Third, Low levels of commitment, according to lacking of a sense of urgency or perceptions of urgency about the overall program, participants tend to maintain status quo. On the other hand, leaders cannot pursue people to have a commitment. Leaders of the program just expected to the prosperity of the city without certain action plan. Once less commitment of people in the project, participants accept only what they want to success without attention to the ultimate goal. This becomes the problem of collective accountability for the whole program. Then, the less levels of commitment, the less levels of success in implementation.

Fourth, Inaccurate theory, it can be mormally said that a fault theory may cause the inefficient program. Each policy requires consideration about causes and effects from program makers. In this Oakland case, the authors found that the economic theory aimed to the employment projects was faulty because it was desired at the wrong target. Instead of subsidizing to direct employees, it was subsidized to business firms. This can be implied that the failure of the

Oakland project tends to fail for other program with similar causes. As in the Oakland Project, if they cannot solve the implementation problems surrounding the markets, policies cannot be effective.

Fifth, Lack of political and administration power to force other participants to move along the program. Even though the mayor and the blank leaders were EDA supporters, they lack resources made them exclude themselves from the program. With no project feasibility, enough information is not lead to good decision making. Before formulating a policy, certain participants and targets should be counted, effects and side effects of the program should be declared including power and resources should be transferred.

Besides, these are some of recommendations for policy implementation. In the American context, fragmented power is certainly independence of participants. Decentralization is the process of sharing responsibility which maybe shift entirely to another level of government. If the federal participants are expected to follow the leadership of the EDA, so that the probability of success will enhance. Try to access the degree of urgency and commitment by each participant will easier reach the goal. Moreover, the normal expectation is when they take considerable time to get started. Show the probabilities are links to participants so that a favorable response at the early time increase. The most important is a smaller number or restrict the number of participants of more appropriate clients may make achievement of objectives. The important function is to negotiation among certain targets and citizen can monitor procedures to control at the policy stage. Lower the probability of agreement to reduce the number of decisions required to carry out the policy. All these considerations will affect to the results of the implementation process.

Reading and learning experiences from the Oakland project are indeed crucial for other projects to concern about which causes are obstacles for achieving policy implementation. According to this case, it can be explained to other cases that may similarly cause the failure implementation.

Reference

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