



Costed Implementation Plan Resource Kit



Stewardship for the Execution of Costed Implementation Plans

Considerations for Stakeholders

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Contact Us

Health Policy Plus
Palladium
1331 Pennsylvania Ave NW, Suite 600
Washington, DC 20004
Phone: (202) 775-9680
Email: policyinfo@thepalladiumgroup.com
Web: www.healthpolicyplus.com

Table of Contents

Introduction	4
Intended Users for This Tool	4
Stewardship Functions.....	5
Generating Intelligence.....	5
Formulating Strategic Policy Direction	6
Ensuring Tools for Implementation: Authority, Rewards, and Sanctions	7
Building Coalitions and Partnerships	8
Ensuring a Fit between Policy Objectives and Organizational Structure and Culture	8
Ensuring Accountability	9
References	10

Introduction

The family planning community aims to sustain and multiply the gains made under Family Planning 2020 (FP2020) through a revitalized global effort—Family Planning 2030 (FP2030). As before, FP2030 is supporting commitment-makers from all sectors to make and uphold meaningful commitments to improve access to and use of family planning. One key tool to support countries to translate their commitments into action are Costed Implementation Plans (CIPs), which, when in place, are meant to guide implementation of a family planning strategy that will support a country’s family planning goals. The CIP can also be a strong tool for political and budget advocacy. Their development is usually led by the government in collaboration with various stakeholders across sectors.

Typically, the Ministry of Health (MOH) takes charge in executing the CIP, which requires it to provide strong and effective stewardship. Stewardship for CIP execution refers to the role that governments play in leading efforts across multiple sectors to ensure all stakeholders fulfill their responsibilities. While stewardship for CIP execution is largely the responsibility of the Ministry of Health, effective stewardship also requires working with those outside the health ministry, applying the skills and capacities needed to carry out stewardship functions.

The World Health Organization’s [World Health Report: 2000](#) first identified stewardship as one of four core health system functions. The other three are financing, resource generation, and service delivery. Stewardship is defined as, “the careful and responsible management of the well-being of the population” (World Health Organization, p. viii). Largely falling on the shoulders of ministries of health and executed in collaboration with diverse stakeholders, the six stewardship functions, as defined by Travis et al., 2002, are:

- Generating intelligence
- Formulating strategic policy direction
- Ensuring tools for implementation: powers, incentives, and sanctions
- Building coalitions and partnerships
- Ensuring a fit between policy objectives and organizational structure and culture
- Ensuring accountability

Intended Users for This Tool

The purpose of this tool is to help ministries of health and CIP task forces in their role as stewards to effectively carry out these six functions to advance execution of CIPs and achieve the CIP goals. This document provides basic guidance for CIP task forces on what the six stewardship functions mean for CIP execution. Ministries of health and CIP task forces can use the reflection questions found in the next section to ensure that CIP execution reflects best practices in stewardship. It can complement and enhance the use of the [CIP Execution Country Assessment Checklist](#).

This tool aligns with Steps 6 and 8 in the 10-step process for CIP planning, development, and execution and is part of FP2030’s [CIP Resource Kit](#).

This tool refers to “CIP task force” as a generic name for the committee, task force, or working group charged with implementing and overseeing the CIP, as identified in the [Team Roles and Responsibilities for CIP Development and Execution](#).

Stewardship Functions

Generating Intelligence

This function refers to the ability of *all* health system actors—from both public and private sectors—to access the information they need to ensure they can play their respective roles and make their expected contributions to the health system—or in this case, contributions to the components of the family planning program (Travis et al., 2002). In the context of CIPs, generating intelligence is relevant to government, citizens and civil society, and providers. For governments, it refers to the ability of ministries of health to access information on the progress of CIP execution and any gaps or key successes that can inform additional programmatic, strategy, and policy decisions. For citizens and civil society, it refers to their access to information needed to fulfill their role in executing the CIP (such as delivering services and generating demand) and to hold the government and providers accountable for following through on the content and spirit of the CIP’s programmatic guidance. For providers, it refers to having access to the information needed to understand how their roles and responsibilities may change because of the CIP—for example, resulting from updated service delivery protocols and quality measures and prioritizing youth-friendly services.

When executing CIPs, questions to ask about generating intelligence include the following:

Questions	Comments and Notes
<p>Is the MOH able to collect relevant data and information to monitor progress on CIP goals and strategies, including from other ministries as needed? How do current and future trends in family planning align with what is included in the CIP? Are there important contextual factors, such as policy changes or changes in norms and attitudes that affect family planning use? Are the right policy actors engaged in CIP execution? Is there other information or additional policy tools or instruments that can be used to support CIP execution?</p>	
<p>What other kinds of data and information can and should the MOH collect to ensure a full and comprehensive understanding of CIP execution progress? For example, what does execution look like at decentralized levels? If the private sector is playing a role in CIP execution, is it providing regular and reliable intelligence? Are there new donor activities that can be leveraged? What might be required from other ministries?</p>	

Questions	Comments and Notes
Do all stakeholders understand what the CIP is about? Are they able to access information on CIP execution? Do they have the capacity to use this information in their CIP execution roles? If not, how can members of the CIP coordinating mechanism support additional dissemination?	

Formulating Strategic Policy Direction

This function refers to the ability of ministries of health to adequately frame the full range of major policy issues, formulate a corresponding vision of how the health system should develop and evolve, and have the capacity to adapt policies and strategies based on progress monitoring (Travis et al., 2002). The very existence of a CIP is a demonstration of this function, as it reflects the use of best practices to inform strategic direction, use available evidence and data to monitor progress, and engage stakeholders so that they buy into the CIP development process, its implementation, and outcomes. As a CIP is executed, ministries of health must rely on continual monitoring to adapt and update policies and strategies to better respond to citizens' health needs.

When executing CIPs, questions to ask about formulating strategic policy direction include the following:

Questions	Comments and Notes
Is the government re-evaluating stated medium- and long-term CIP goals based on generated intelligence, such as new evidence about promising practices or financial trends, and are the goals aligned with changes in social norms, values, and principles?	
Do stakeholders—public, private, and voluntary—understand their roles related to various aspects of CIP execution: financing, demand creation, service provision, resource generation, advocacy, and stewardship? Are performance monitoring and data collection arrangements clear? What can the government and other actors do to ensure these roles and responsibilities are clear?	
Is the MOH working with stakeholders to identify potential policy gaps and other institutional arrangements that may impede successful CIP execution? Is the MOH developing and implementing feasible strategies for addressing identified issues?	
Is the MOH taking special care to re-evaluate resource needs (financial, human, and capital investments), reprioritizing health expenditures as required, and communicating with ministries of finance to ensure effective execution of the CIP?	

Questions	Comments and Notes
Is the MOH leveraging and working with other ministries when appropriate—such as ministries of education, youth, and gender—to link CIP execution with other sector policies?	

Ensuring Tools for Implementation: Authority, Rewards, and Sanctions

This function refers to the ability of stewards to “to guide the behavior of different actors... to do their job, and also to ensure that others do theirs” (Travis et al., 2002, p. 6). In the context of CIP execution, ensuring that the CIP task force has the ability to motivate all actors to fulfill their responsibilities can be complicated because CIP execution relies on actions at the national and subnational levels, across public and private sectors, and among different ministries and sectors, such as education, labor, and finance.

When executing CIPs, questions to ask about ensuring tools for implementation include the following:

Questions	Comments and Notes
Is the CIP task force successfully motivating other actors—within the government at national and decentralized levels and across sectors—to fulfill their roles and responsibilities as laid out in the CIP?	
Does the CIP or do other CIP execution tools clearly define how actors are supposed to carry out their roles and responsibilities, how they are supposed to communicate with one another, and how and when progress will be monitored? Does the CIP clearly define what will happen if actors are not executing their functions as described in the CIP? Does the CIP clearly define rewards—including nonmonetary—as goals are achieved? Are all stakeholders familiar with these stipulations?	
As the CIP is executed, are there any stewardship roles and responsibilities that should be reassigned to a different level or organization?	
Are the rights of family planning users clear to all stakeholders? ¹ Are those rights being upheld? If not, what can be done to ensure users’ rights are upheld consistently?	

¹ See: *The Comprehensive Human Rights-Based Voluntary Family Planning Program Framework: Brief* (FP2030 et al., 2021) available at: https://commitments.fp2030.org/sites/default/files/06.25.21_Framework_Brief.pdf.

Building Coalitions and Partnerships

This function refers to the ability of stewards to effectively develop and sustain the coalitions and partnerships required to carry out their work (Travis et al., 2002). In the context of CIP execution—assuming that the many coalitions and partnerships critical to the CIP have already been built during the CIP development phase—this refers to the ability to effectively work within those partnerships and to identify and build new ones that may be required throughout the execution period.

When executing CIPs, questions to ask about building coalitions and partnerships include the following:

Questions	Comments and Notes
Are the right types of coalitions and partnerships to support CIP execution already in place? Is there a need for new or broader coalitions to support CIP financing or public communication campaigns, activities, or interventions?	
As the CIP is executed, are stewards ensuring that partnership and coalition members understand their value, as a way of incentivizing them to stay engaged?	
Are there mechanisms in place to evaluate and address gaps in the partnership strategy for CIP execution at both national and subnational levels?	
Are citizen voices, especially those of youth and women, consistently incorporated into conversations at all levels of CIP execution?	

Ensuring a Fit between Policy Objectives and Organizational Structure and Culture

This function centers on traditional organizational development issues—whether there are clear lines of communication between stakeholders and whether management has created a culture that supports the team’s work (Travis et al., 2002). In the context of CIP execution, this function refers to structure and culture within the CIP task force and within family planning teams at national and subnational levels. It also encompasses the ability to assess the relationship between organizational structure and culture and to assess execution functions, including potential barriers.

When executing CIPs, questions to ask about ensuring a fit between policy objectives and organizational structure and culture include the following:

Questions	Comments and Notes
Do the MOH and the CIP task force communicate effectively? Does the CIP task force effectively communicate with its members? Do the members effectively communicate with their own organizations about progress and support they need to be effective committee members? Does the CIP task force regularly analyze and address any organizational or communication barriers to achieving goals in the CIP?	
Do subnational stewards have effective committees in place to oversee CIP execution in their areas? If not, what support do they need to establish and lead these mechanisms?	
Does the management culture at both national and subnational levels, including the MOH and its regional offices, support those working on CIP execution? For example, are there continuity plans in place to address staff turnover, leadership changes, and changes among alliances and networks? Is there routine recordkeeping? Is there a focus on innovation and reward for good performance?	
Does the CIP task force reduce bureaucratic and administrative barriers when possible?	

Ensuring Accountability

This function refers to the ability of stewards to ensure that all actors are held accountable for commitments they make and their actions (Travis et al., 2002). Actors include public and private sectors, payers, providers, stewards, citizens (e.g., religious leaders and youth), among others. In the context of CIP execution, this refers to ensuring that all actors in CIP execution fulfill their roles and responsibilities, maintain transparency, and do not engage in corrupt practices. This refers to stewards holding actors accountable and to the population holding stewards accountable.

When executing CIPs, questions to ask about ensuring tools for implementation include the following:

Questions	Comments and Notes
What mechanisms are available to ensure actors are accountable for their roles in CIP execution at national and subnational levels? For example, are CIP execution activities included in organizational work plans? Are activities included in regular CIP review meetings? Are CIP execution functions included in regular performance monitoring?	

Questions	Comments and Notes
If the CIP includes outside contracting, or other mechanisms of distributing government funds to nongovernment actors, are there instruments outside of the MOH—such as an office of the inspector general or other auditing body—that can support transparency and accountability of those funds?	
Are there grievance redress or citizen feedback mechanisms that the public can use to report issues with accessing family planning services? Are there accountability mechanisms outside the government—such as watchdog organizations or journalists—that can help ensure follow-up on family planning commitments? What about the role of elected officials—such as mayors and parliamentarians—in overseeing CIP execution?	
Is information on the accountability tools and approaches for CIP execution widely available to stakeholders, including the public?	

References

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