



How Local Partners are “Meeting The Moment”

**LEADING CHANGE IN FRAGILE
AND CONFLICT-AFFECTED STATES**

About this report

This report was inspired by, and draws heavily from, the *Meeting the Moment: Local Changemakers Lead in Fragile and Conflict States* summit held in Washington, D.C., in October 2023. This summit, hosted by Chemonics International, convened over 40 local partners representing more than 20 countries. They shared their experience working with a variety of donors and implementing partners to support peacebuilding, education, anticorruption, environmental protection, health, and more in their communities. This report captures the perspectives of local leaders who highlighted several practical recommendations and best practices for how development donors and implementing partners can bolster locally driven strategies for sustainable development and meaningful change.

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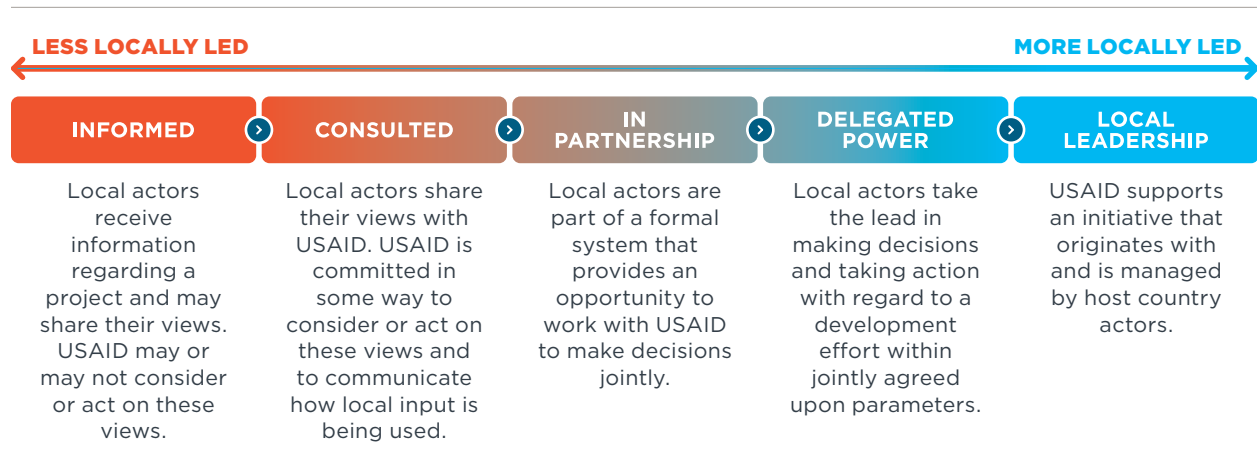
We are at a crucial moment.

The greatest challenges of our time — climate change, food insecurity, economic disruption, and rising inequality — are all contributing to increased conflict around the world. To meaningfully address these drivers of conflict through sustainable development programs, it is essential to engage local actors, including community organizations, NGOs, advocacy groups, and dedicated leaders, throughout the project life cycle. In [fragile and conflict-affected states](#) (FCAS), it is critical to leverage the knowledge, skills, and experience of local actors who know the context best. When discussing the leading role of local organizations in achieving global progress, President and CEO of Chemonics International Jamey Butcher

emphasized its imperative, noting, “What are the choices we need to make surrounding the investments, systems, tools, and support to make the future we’re talking about a reality? There isn’t a choice about how to move forward. We must make these investments happen now to achieve the Sustainable Development Goals.”

USAID, the largest donor of humanitarian aid worldwide, provides a useful framework for engaging with local actors through its [Locally Led Development Initiative](#). The initiative’s [locally led development spectrum](#) was designed to assess how USAID, its partners, and communities can work together to increase local actors’ decision-making power. This spectrum

USAID LOCALLY LED DEVELOPMENT SPECTRUM



reflects a shared commitment to locally led development while remaining adaptable to the specific needs of the development landscape. The initiative’s goal is for programs to move toward the right side of the spectrum, with initiatives originating and being managed by host-country actors.

Almost anywhere, situations on the ground, both in terms of the operating context and relationships involved, are dynamic. But the presence of conflict exacerbates overlapping social, political, economic, and environmental factors. As one USAID/ Office of Transition Initiatives (OTI) representative noted, “Communities are living through all their problems at once. Locally led development is inherently cross-sectoral. Any programmatic response will only be

successful when we can address all these needs.”

The cross-sectoral nature of conflict was reflected in the diversity of experiences of attendees at the *Meeting the Moment: Local Changemakers Lead in Fragile and Conflict-Affected States* summit. Despite different operating contexts and technical focus areas, local partners in attendance were aligned in their recommendations, including meaningful engagement with local partners early in the design and development of programs and activities, leveraging the existing strengths and capacities of local actors, reconsidering funding mechanisms to catalyze sustainable development at the local level, and defining clear metrics for success.

Setting the agenda alongside local partners

What does meaningful engagement look like? How can donors and implementers ensure that local actors who know their local context best are able to meaningfully set the agenda?

“Accountability means relinquishing power from the donor to the local leaders and local actors, then from the local leaders and actors to the community members. That’s the only way to ensure a community is truly leading development efforts.”

— **Lomali Iria Charles**, head of programmes, Sustainable Approaches for Community Empowerment (SAPCONE), Kenya

Currently, many local partners place themselves on the left side of USAID’s locally led development spectrum, where they are either informed or consulted before implementation ensues.

Donors, implementing partners, and local partners must work together to move toward the local leadership state, where donors support an initiative that originates with and is managed by host country actors. While there are good intentions, partners recognize that high-quality consultation takes time and effort, and this is difficult to do when USAID missions are already strapped for resources. However, when program design prioritizes and incorporates consultation, it yields positive results and enhances progress on the locally led development spectrum.

Countries and programs are at different points along the locally led development spectrum. The relationship between donors and local partners varies greatly across, and even within, countries. When reflecting on the state of locally led development in their respective countries, local partners noted key differences in how they were able to meaningfully engage donors (see graphic on next page.)

Donors must engage diverse groups of stakeholders to capture varying perspectives. Simply engaging with a select group of local stakeholders is

ETHIOPIA: “Mission days” offer a chance for local partners to review and consult with donors on scopes of work, but the power to make significant changes is limited. Moreover, local partners expressed frustration that they were frequently blamed when things went awry.

UKRAINE: Stakeholders are given the opportunity to provide suggestions during program design. Once the scope is set, local organizations are invited to apply for implementation. Local implementers are also provided opportunities to pivot in response to changing circumstances.

EL SALVADOR: While co-creation workshops with USAID are a valuable opportunity to provide context, program vision typically originates from USAID.

not enough. Donors and implementers must ensure they consult a wide-enough cross-section of organizations to ensure that feedback is truly representative of all stakeholders. For example, one Colombian partner expressed frustration that “all of the coordination happens at the national level, as donors engage with ‘umbrella organizations,’ so the needs and wants of the communities are not necessarily being fed up to those discussions.” The variation that exists across missions would suggest that the ability to move right-ward along the locally led development spectrum is largely relationship- and personality-driven. As one partner succinctly put it, “It’s not a policy issue; it’s a people issue.” This means there are ample opportunities to improve by learning from missions

that are effectively engaging partners in meaningful ways and disseminating those best practices more broadly.

Align programming around shared priorities. One factor influencing levels of engagement is alignment between donor and host-country objectives. One Yemeni changemaker emphasized this relationship, stating, “Where host country priorities align with donor governments’ priorities, local partners have more power, more funding, and more interest from the donor in supporting local leadership.” For instance, because U.S. government objectives emphasize economic recovery in Yemen, partners working in that area could move from informed to delegated power. Conversely, Mexican partners noted the disconnect

between their own government's focus on human rights, while the U.S. government's priority was related to migration, which resulted in lower levels of autonomy.

“One of the hallmarks of OTI — when we do our jobs well — is a baseline of transparency and co-delivery. We are not here offering something; we are working together with local partners to do the good things they were already going to do.”

— USAID/OTI representative

Luckily, in FCAS, it is often possible to identify and build on alignment areas, particularly around increasing accountability and promoting or protecting democracy. The FCDO-funded Yemen Peacebuilding Programme (Josoor) and Yemen Stability Fund recognized that mediation is a highly effective peacebuilding approach at the local level. To support local peace initiatives, including prisoner and corpse exchanges, road and water access, and reconciliation efforts,

Chemonics adapted its risk appetite and built in flexible grant mechanisms to enable partnerships with individual local mediators. The Yemen Stability Fund invested in these local mediators to ensure that necessary technical and financial resources were in place for mediators to reach beyond local peacebuilding. From 2021-2022, the Yemen Stability Fund, in partnership with other Yemeni organizations, facilitated the release of 695 prisoners and detainees and retrieved 386 corpses. This coalition of international and local efforts also reopened previously closed roads, enhancing accessibility to essential services like water, health, education, and sports.

Adopt a holistic approach to incorporating local expertise. Donors and implementers must invest at a systems level rather than just at the project level. As noted by Ikal Ang'elei, director of the Kenyan organization Friends of Lake Turkana, there are barriers in terms of “whose interest is actually being put into the selection of partners, and what is the process? The intent is there, but the understanding of what needs to be done is lacking from those in power. It feels like every project is operating differently, but for real localization, it is going to be a holistic investment.” Donor priorities must respond to the entirety of the operating environment. It is no longer possible to look at the

Humanitarian-Development-Peace nexus as separate elements. Particularly in FCAS, where economic stabilization, social cohesion, and political stability are so deeply intertwined, programs must be designed to address the root causes of problems rather than just the symptoms.

Foster coalition-building. Because local stakeholders are often best positioned to identify root causes of conflict, it is crucial to show alignment through collective action. Friends of Lake Turkana partnered with the Karamoja Development Forum and other

organizations to conduct targeted advocacy to the U.S. Congress, the African Development Bank, the World Bank, and other entities. Their efforts have directly contributed to strengthened safeguards for financing on infrastructure projects, including the U.S. government-led partnership Power Africa, and research projects, including the FCDO-funded Cross-Border Conflict Evidence, Policies, and Trends (XCEPT) programme. Continuous feedback between all parties drives higher engagement, and donors must be willing to adapt their agendas based on these conversations.

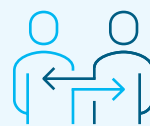
From “capacity strengthening” to “capacity sharing”

True sustainability requires a shift in mindset — a transition away from building or strengthening capacity and a move toward capacity sharing. While the term “capacity strengthening” is frequently referenced as a locally led development goal, it is important to define precisely what it looks like in reality.

“We need to cultivate new leadership and development plans that are resilient to change and grounded in the reality of organizations.”

— **Fernando Calado**, Chemonics board member and IDIQ manager, USAID/Colombia Venezuela Response and Integration IDIQ

USAID’s definition of capacity (“the knowledge, skills, and motivations, as well as the relationships that enable an actor — an individual, an organization, or a network — to take action to design and implement solutions to local development challenges”) remains open to interpretation ([USAID 2022](#)). For example, what skills and relationships are most valued? How should local partners balance technical



Adopting an asset-based approach

An asset-based approach is designed to leverage a community’s existing knowledge, skills, and resources, as opposed to focusing on gaps or weaknesses. This approach, highlighted in principle five of USAID’s [Local Capacity Strengthening Policy](#), is intended to challenge traditional power dynamics by instead emphasizing mutual respect and reciprocity.

and compliance knowledge? A foundational shift would be to adopt a more expansive view of the strength- or asset-based approach (see box). Rather than proceeding with pre-determined notions of local partner capacities, donors and implementing partners must work collaboratively with local partners to identify and build on their unique skills, strategies, and services.

Healthcare officials working in Francophone Africa, many of whom have a long history of experience partnering with EU-funded programs, noted that USAID policies and

procedures are overly complicated at times. One official noted, “It is difficult for organizations to understand USAID compliance, but local organizations have the technical capacity. It is about understanding their existing competencies as competencies.” In Nigeria, healthcare systems have partnered with higher education institutions and implemented task sharing to expand the scope and enhance the skills of community health workers that they determined to have the greatest impact on achieving their goals, leading to greater training and supervisory opportunities. Donors should recognize and support such initiatives that contribute to the long-term development of local capacities through adaptable mechanisms that leverage existing institutions and structures.

True partnership is achievable, even in difficult settings such as Syria and Ukraine (see box). The Syria Civil Defence (SCD), more commonly known as the White Helmets, is a community-led group of more than 3,000 volunteers who have helped save an estimated 127,000 lives during the conflict in Syria. Frequent dialogue between SCD and donors (including USAID, Global Affairs Canada, the German Federal Foreign Office, FCDO, and the Ministry of Foreign Affairs in Denmark) put SCD in the driver’s seat to [devise solutions based on their understanding of the local context](#)



Leveraging reciprocal partnerships to adapt

Navigating disrupted global supply chains following Russia’s invasion of Ukraine required strong partnerships and a clear definition of risk. At the request of the government of Ukraine, the [USAID Global Health and Supply Chain Program – Procurement and Supply Management project](#) (GHSC-PSM) leveraged a partnership in place since 2017 with local NGO [100% Life](#) (the largest patient-led organization in Ukraine) to ensure that Ukrainians living with HIV had uninterrupted access to antiretroviral medications. While GHSC-PSM had access to global commodity and logistics markets, 100% Life had in-country networks and real-time contextual knowledge. Because of their shared efforts, more than 58 million antiretroviral medications were delivered in 2022 to some of Ukraine’s most vulnerable citizens.

[and communities’ priorities.](#) According to Mounir Mustafa, deputy general manager and head of humanitarian affairs of SCD, “the relationship focused on building trust, open communication, and mutual understanding, and the two parties worked together to clarify expectations, set goals, and define partnership standards.” By incorporating flexibility, the White

Helmets Assistance Program, a multi-donor-funded platform implemented by Chemonics that provided direct support to the SCD, was able to respond to SCD input on activities and adapt complex regulations that best responded to the local context, including ways to procure inside Syria without violating sanctions and adjusting the types of grants that could be used.

“We didn’t establish an implementer-local partner relationship or a donor-grantee relationship. From the beginning, we established a partnership.”

— Saeed Uri, former project director, White Helmets Assistance Program

There is no one-size-fits-all solution for capacity strengthening. The priorities and risk tolerance of donors vary based on the sector, political context, and scope of a program. For example, one Colombian partner expressed the deep mistrust many Colombian citizens feel toward both local and international institutions given the country’s history with conflict. This mistrust is reflected in many organizations’ hesitancy to apply for grants, given that

militant groups often pressure these organizations to offer a cut. Given those power dynamics, providing technical assistance to schools and other social investments has proven more effective than giving direct assistance to local partners. Meanwhile, health workers in Francophone Africa recognized the strong trust that local midwives hold in communities. While they receive basic training, often by external NGOs, there are limited opportunities for ongoing training on new techniques and approaches. By providing more tailored and dedicated training to local midwives and not just to formal health workers, donors can leverage the trust that the midwives already have within the community to improve maternal and child health outcomes. Regardless of the specific tactic or approach that programs use, the focus should remain on “the approach to developing capacity [which] is suited to improving the effectiveness of each actor in its local system” ([USAID 2022](#)).

Training- and capacity-sharing opportunities should be multidirectional, recognizing the diverse experience and expertise each partner holds. Study exchange visits, peer learning sessions, and advisory committees are effective mechanisms for partners to learn from peers, fostering international connections between government entities and project teams. Leaders



The USAID/Tajikistan Learn Together Activity and the Tajikistan Ministry of Education and Science hold a seminar for 114 primary education specialists from higher education institutions. *Photo provided by Rustam Surkhay ogli Mailov of the USAID/Tajikistan Learn Together Activity.*

from the USAID/Tajikistan Learn Together Activity traveled with representatives from the Tajik Ministry of Education and Science to Tbilisi to meet with members of the USAID/Georgia Educating the Future Activity and Georgia Ministry of Education and Science to discuss shared objectives of teacher professional development and improved student learning while navigating the balance between centralized authority and school autonomy. Properly anticipating and budgeting for these exchanges ensures that all participants have an opportunity to enjoy increased collaboration.

Informal relationships serve as a stop-gap measure for direct communication lines between local partners and donors. As one NGO leader pointed out, “There is no direct engagement between USAID and local organizations, no opportunity for local organizations to speak to them directly. ... If you speak to the mission, you mostly do it through a foreign service national, which may be an old colleague that you knew before they joined USAID. It’s all informal relations.” These engagements, while often fruitful, are not a systemic method of knowledge transfer nor are they sustainable.

Reconsidering traditional funding mechanisms

Navigating project funding is a pivotal aspect of catalyzing effective, sustainable development at the local level. Conversations between local actors, funders, and implementing partners laid bare the need for transparent compensation plans and innovative approaches tailored to the unique contexts of each community. Adaptability, transparency, and strategic investment are critical to funding lasting, locally driven development. These are especially relevant during times of crisis or conflict. In Ukraine, speed is crucial for program implementation. The government must make decisions faster, so it becomes extremely difficult to implement a program according to rules and systems that used to work in a “normal” context, cautions Olesya Zaluska, chief of party on the USAID/Ukraine Competitive Economy Program. “When we think about economic systems, because of the war, everything, including the value chain system, has been disrupted. Funding has always been a problem for Ukraine, even before the war. Private businesses understand that if they want to be eligible for funding, they need to be legitimate with funding. Our goal now is to create funding mechanisms that

are on time. Speed is crucial. Staffing crucial. Scale-up for USAID-funded projects is crucial. Speed, staffing, and scale,” she added.

A key obstacle for funding mechanisms lies in the highly bureaucratic processes for prime implementing partners and local organizations to bid on and bill for their services. These processes often favor prime implementing partners that have a long history of navigating donor requirements while also having well-established financial controls and cost accounting standards. Many local organizations face constraints that can impede the efficient use of resources, preventing local entities from dedicating time and effort to their programs as they navigate complex budgeting procedures. Donors could reduce daunting requirements at the solicitation and evaluation stage, such as draft monitoring, evaluation, and learning (MEL) plans and duplicative annex sections, and instead emphasize technical design in award decisions and save annexes as early deliverables for the selected partner. In addition, negotiated indirect cost rate agreement (NICRA) approvals, which streamline funding processes for those receiving

money from the U.S. government, often require organizations to undergo a costly, time- and labor-intensive audit. Instead, donors could consider pay-for-results awards such as firm-fixed-price contracts or fixed-amount awards to open the door for technically strong local partners who are unable to meet donor government's financial standards. For instances in which a cost-recovery mechanism is still necessary but where a NICRA is not practical, donors should increase or implement a de minimis rate for awards to better meet local partners' cost-recovery requirements and fairly negotiate fixed amounts for indirect costs. Many local organizations rely on funding from multiple sources, a practice that can enhance financial stability but often comes with a heavy administrative burden, especially when organizations are unable to bill for indirect costs like office space and support staff and services. Language is another barrier for local partners looking to work with international donor agencies. While many donors have a wealth of resources on how to work with them (e.g., [WorkwithUSAID](#)), these resources are often only in the funding country's primary language, usually English. By translating these resources, as well as solicitations, into local languages, donors can reduce some additional barriers to accessing funding. More broadly, as one local partner noted, "One of the most damaging things to locally led

development is 'project-izing' our efforts. Our partners shouldn't worry about the beginning or end of a project; continuity enables us to scale our work." Continuity can be difficult to achieve when project cycles often operate in one-, three-, or five-year increments and come with a heavy financial and administrative cost to re-bid.

Sustainable development hinges on the capacity of local organizations, but pay inconsistencies between local entities and international donors pose a hurdle and contribute to "brain drain."

Competitive salaries, especially for technical staff, are crucial for retaining talent and building long-term organizational capacity. One partner shared that in the aftermath of the war in Ukraine, the departure of international staff created an opportunity for local organizations to step in and assume greater leadership roles. However, retaining talented leadership requires competitive compensation. Local salary scales, despite being a requirement for cost recovery, do not always fully reflect total compensation. For instance, larger organizations are more easily able to attract top talent through the use of signing or retention bonuses paid by overhead funds, which many smaller organizations are unable to afford. Similarly, a significantly higher expatriate and third-country national salary scale may draw top talent

away from their home countries. If international donor organizations made local compensation plans more transparent and flexible, local organizations would be better equipped to retain skilled staff. This transparency facilitates long-term strategic planning and aids in cultivating local expertise.

Involving local partners early in proposal development is an effective way to ensure that proposed interventions are realistic within the local context.

However, many implementers are hesitant to engage on a strategic level with non-exclusive partners given concerns about information inadvertently being shared with competitors. At the same time, local partners have a strong incentive

to remain non-exclusive, to increase the odds of continuing their important work with the selected implementer. To ensure adequate opportunities for the selected offeror and their consortium to adjust and finesse proposed interventions, donors should prioritize proposals that incorporate adaptability and flexibility.

The funding landscape in locally led development poses challenges that demand a nuanced and adaptable approach. Addressing high levels of bureaucracy, enhancing transparency in compensation, and allowing for adaptability in funding mechanisms are vital steps toward fostering sustainable, locally driven development.

Defining metrics for success

At the heart of the push for locally led development is the goal of sustainable impact. However, defining what impact means — and how to measure it — brings its own challenges, as local partners, implementers, and donors may have their own definitions and assessment criteria. This is especially challenging for local partners implementing projects funded by multiple USAID bureaus and multiple donors, as each group has different indicators and reporting requirements, which increases the burden on local groups.

Designing with flexibility in mind. The best way to measure impact effectively may be to first design programs that are flexible and can adapt to changing operating contexts, shifting priorities (both in the recipient country and from the donor) and other changes that may be outside of implementers' and partners' control. During the Arab Spring, one governance and public policy expert noted that, in Yemen, “We saw a better response and moved more to the local side of development.” Since then, the Netherlands' development cooperation activities in Yemen have provided more autonomy to local partners to “design the whole program and see what is needed on the ground,” they said.

Conflict-affected settings involve working in fragile systems, and evaluation targets can change in a matter of weeks or months. As a result, donor requirements for monitoring and evaluation — with stringent reporting standards and robust indicators — may not always be realistic for or relevant to the context. “We don't have the luxury of giving groups money to fail. ... If you're in Silicon Valley, you can be given millions of dollars and still fail. But in Haiti, you can fail easily with your \$10,000 project changing constantly,” reflected the leader of an organization committed to supporting more equitable value chains. So the challenge is to design projects and partnerships that are flexible enough to allow for failure while also providing space for learning and innovation. In some instances, a transition period with room for growth and failure may work well. In others, especially in unstable or fragile environments, a short-term approach to project implementation may work best, with discrete, targeted activities and deliverables determined by today's operating context and not a future state that is unknown.

Enhancing results through co-creation. Meaningful co-creation starts with shared decision-making. A representative from a D.C.-based



Integrate Centers (like the one shown here in Cartagena, Colombia) provide a one-stop-shop for migrants, refugees, and host communities to access social services. *Photo provided by the USAID/Colombia Venezuela Response and Integration activity.*

small business working on MEL consulting highlights their difficult position of being caught between donors, international partners, and local partners. “Our job is to listen to international and local partners in capacity building in MEL and facilitate peer learning. ... Sometimes, we need assessment groups among local partners, but it is dominated by U.S.-based NGOs. Ultimately, we carry that information to local partners, but it is not in the hands of local organizations to make those decisions.”

For some local project leaders, success is measured through the trust built with local institutions that enables them to co-create and co-deliver

solutions that are more rooted in the local context and better reflect the needs of local communities. An FCDO partner reflected on her work supporting women’s empowerment in Somalia, noting that “the community defines what questions should be asked” and “how [activities] should be assessed.” Even before engaging local communities directly, donors and program implementers can research community perceptions of local organizations and institutions to determine the best partners. Another local partner noted that sometimes USAID finds larger local institutions to do the work because they are more well known, but doing so inadvertently ends up bypassing smaller organizations

that may be better at building relationships at community, provincial, or regional levels. In other instances, donors will give money directly to smaller organizations, many of whom cannot manage this level of funding and therefore do not meet their objectives. This, in turn, hurts future opportunities for direct funding. In such instances, provincial or regional organizations can serve as effective intermediaries between donors and community-level partners. Although Chemonics is a global company, our targeted efforts to hire and promote local leadership are noted as a strength by many of our local partners. As one partner reflected, “I’m very happy to meet all these local changemakers, because we all come from different landscapes, but the issues, the trends, are the same... so the goal is now to take these global changemakers’ work to the next level, sitting with them and having honest, open discussions on solutions.” Local leadership can improve program effectiveness by improving trust and collaboration with the communities served.

Conveying impact. Once there is an agreed-upon definition of success and how to measure it that is rooted in trust and collaboration between local partners, conveying impact to relevant stakeholders can be another challenge. Representatives from Nigerian institutions insisted, “It is important to illustrate results to politicians in the language they speak and to articulate

what they care about.” This can be an effective strategy for getting local buy-in within the government for programmatic activities, which, in turn, can help with access, resources, and advocacy to support program objectives.

Sharing data. Not only should local partners be included in co-creating activities, but they also need to be part of the design and approach related to developing indicators and data collection. Moreover, once data is collected and assessed, this information and analysis should be shared with local partners. The feedback loop is not connected across all stakeholders. Data goes one way to the client or donor and often does not come back to the local organizations. Without this feedback loop, not only are local partners excluded from understanding the impact, but this is also a missed opportunity to further validate the data and analysis within the local context and community. A local partner from Southeast Asia noted, “We communicate about the [MEL] indicators, but sometimes they don’t work with local context, so we need to change that.” While setting indicators is necessary, it requires continuous monitoring to ensure they are still the right indicators to track. As the context changes, it is essential to ensure local partners have the support they need to report on the established indicators, adjusting requirements as needed.

Meeting the moment — today

Locally led development should not be considered yet another approach to try to do things differently or more effectively. Rather, we should view local efforts as the de facto way — especially in fragile and conflict-affected environments — to support and do work that contributes positively to local efforts and the impactful outcomes they seek to achieve. Doing so requires a fundamental progression in how development programs currently operate.

While there is still a long way to go, it is important to recognize the successes and progress that has been made to date. Donors are increasingly adopting more broadly worded program statements, pushing for more effective startup periods that leverage the contextual knowledge of local partners, and incorporating

“Localization isn’t just about shifting power. It’s about embracing and amplifying the unique strengths of our local partners.”

— **Florencia Garcia de Cerdas**, regional program director, Glasswing International

longer project timelines that enable greater flexibility to adapt to changing circumstances. These changes have largely been driven by local partners and their allies within the development community. Sustaining this momentum requires all of us to speak up and push for change collectively. As one partner noted, “The right policies require the right changemakers in the government, in the communities, and in the market systems. It’s all about the people.”