



DEMAND FOR GOOD GOVERNANCE (DFGG)

A Perspective from the Africa Region of the World Bank

Presentation to Overseas Development
Institute
March, 2012



Presentation Outline

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1. Africa Strategy and Implementation of Demand for Good Governance: What, Why, how and what's new
2. Snapshot of existing work on demand for good governance in AFR, World Bank
3. What have we Learnt, evidence and more evidence...
4. What is the implication for development partners: knowledge and partnerships
5. The pending agenda in the World Bank

1. Why does the Africa region of the World Bank need a DFGG Strategy?

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- The Africa Strategy recognizes governance and leadership as the main challenge
- Poor governance is difficult to change if we only engage with the executive arm of government
- The moment is right for scaling up DFGG
 - ▣ Citizens worldwide are demanding better governance and are empowered by new ICT technologies
 - ▣ President Zoellick's April 2011 speech
 - ▣ Initiative to establish Global Partnership for Social Accountability
 - ▣ GAC Phase 2 identifies DFGG as an important instrument
- AFR DFGG strategy approved by the SLT in April 2011
- Focus now on Implementation through partnerships, knowledge and some financing

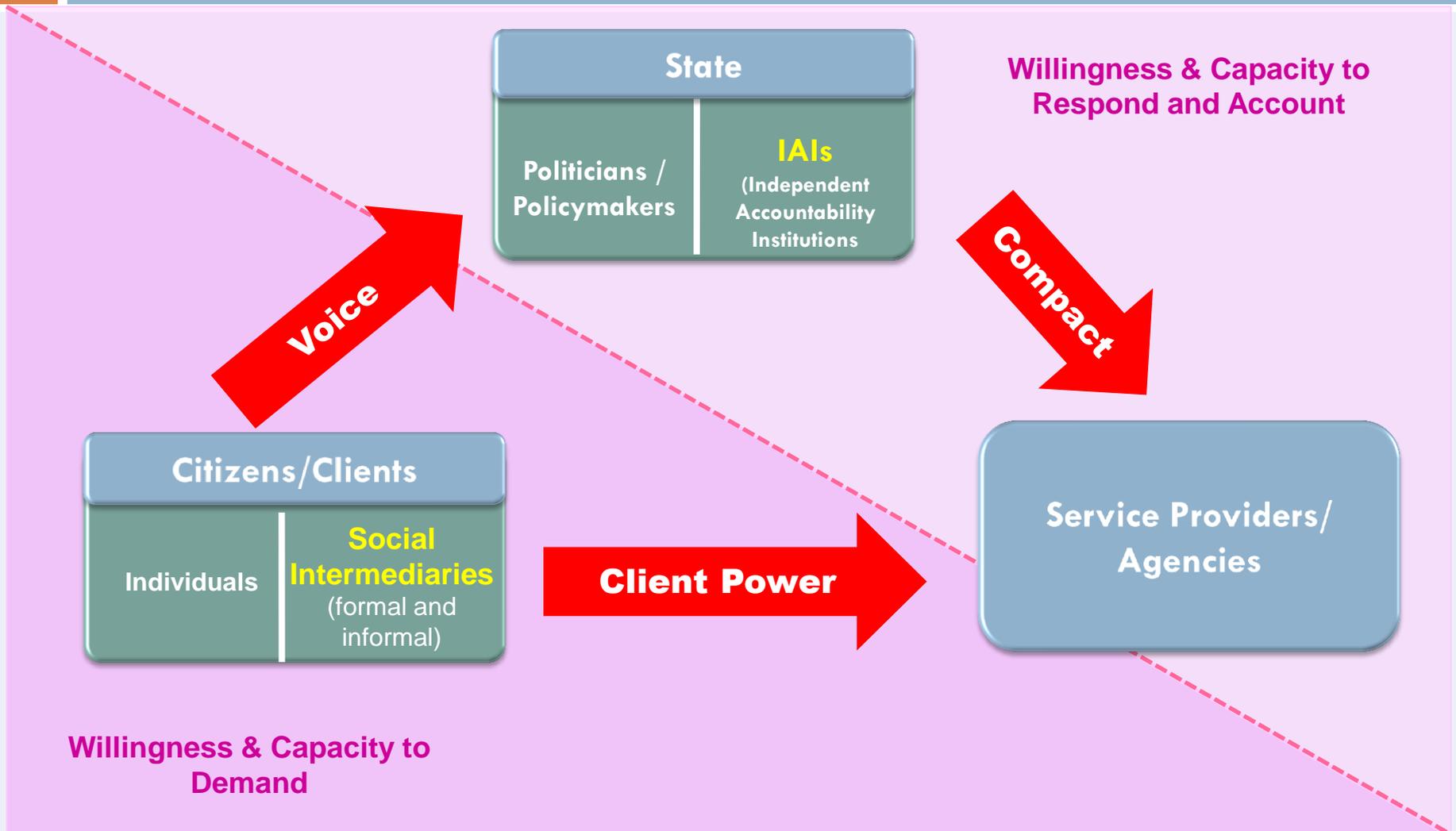
What is Demand for Good Governance

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- ***DFGG refers to the extent and capability of citizens to hold the state accountable and make it responsive to their needs.***
- The notion is intrinsically related to that of ‘*empowerment*’ — the lack of which has been recognized as key characteristic of poverty, as well as reform of the state.

Framework for Implementing DFGG

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What is new in the approved Strategy?

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Enhances the Voice, Compact, and Client Power relationship defined by the 2004 WDR to : →

- Underlines importance of a careful understanding of the Socio-Political context to design DFGG programs
- Explicitly acknowledge the role and capacity of Social Intermediaries and Independent Accountability Institutions
- Recognize potential of Media and ICT to enhance voice and client power
- Recognizes WB comparative advantages and roles – with financing role often less important than role as a knowledge broker or convener
- Recognizes need to change our own behaviors and practices

2. What is the state of DFGG activities in the Africa region of the World Bank?

- Project level interventions - many, particularly in service delivery sectors
- Country level: multi-sectoral DFGG programs in Burkina, Cameroon, DRC, Ethiopia, Ghana, Liberia, Mozambique, Nigeria, and Zambia, largely thanks to GPF and trust funding.
- Country level knowledge work increasingly used to spur local debate among different stakeholders (CPIA clinics, Oil and Gas in Ghana) and increasing interest in knowledge work around DFGG (HD impact evaluations, ICT evaluation)
- Regional partnerships around Open Budget, Open Government Partnership, ICT, Governance of Extractive Industries, and Procurement.
- Third party monitoring of our own portfolio, under new Bank's new disclosure policy
- In general, World Bank as a more proactive convener, facilitating links between different stakeholders, with access to decision makers
- Global work, with strong leadership from Africa to establish a Global Facility for Social Accountability

3. What have we learnt so far?

The potential of DFGG

A quantitative comparison of **JSDF projects from 2001-2010** implemented by CSOs and by Government agencies showed :

- when CSOs were implementing, disbursement rates were higher, implementation was no slower, and the ratings for achievement of development objectives and implementation performance were higher.

Working through CSOs has enhanced the achievement of fundamental JSDF objectives by:

- addressing the needs of highly disadvantaged groups (e.g. at-risk children and vulnerable youth in Jordan and Uganda),
- delivering a direct and large-scale impact (to self employed women in India),
- promoting innovation (to develop alternative livelihood options for coastal fishermen in Tanzania),
- ensuring that benefits are sustainable (access to justice for the poor in Ecuador),
- building CSO capacity (through accreditation in the Philippines) and,
- delivering genuine empowerment to the previously powerless (“widows” in Indonesia)

GAC Phase 2 underlines potential of demand side actors, emphasizing both intrinsic, as well as instrumental value, s they can help to:

- set and adopt policies that are responsive to broad public interest;
- ensure that policies and budgets put resources into areas and services that citizens need (allocative efficiency/responsiveness);
- track whether there are leakages in funds as they flow to their final destination (and reduce corruption);
- provide incentives for frontline staff and service agencies to perform better;
- monitor quality of outputs and services delivered; and
- generate awareness and demand among citizens to utilize the services that are available to them, including through encouraging additional revenues (via community contributions or taxes) for services once these are seen to be more responsive
- Particularly helpful in building trust and new citizen-state relations in fragile context settings (WDR 2011)

But, perhaps don't know as much as we should....

Review of Quantitative Evidence

Findings:

- **Budget Analysis**– citizens become more informed and can be one element of reform (Hubbard 2007).
- **Participatory Budgeting** – qualitative evidence that improved responsiveness of government to needs of poor but as likely to be attributed to new political relationship (state citizen compact) and reformist PT government. (Baiocchi 2011)
- **Voter education** – helps turnout, can diminish caste and ethnic divide but doesn't necessarily result in better policy decisions (Schaffer 2005, Aker et al 2010)
- **Report Cards** – India suggests that can provide incentive for legislators to better use funds at their disposal, Brazil public health campaign improved infant and child mortality rates drastically (from 105 to 65 per thousand births in only a few years) anti corruption campaign in Brazil where published audits reduced re-election rate of corrupt mayors (Banerjee et al 2010, Tendler 1997) but Annual Status of Education Report in India had no impact on quality of education services, even though increased awareness
- **Community Radio**. Benin 2011 evaluation suggests that community radio is not associated with the ability of citizens to engage government more effectively (Keefer and Khemani 2011). Hate radio in Rwanda can explain upto 9 percent of the genocide.
- **Citizen report Cards** – Bangalore experience shamed agencies into improving service delivery (Paul 2002) but not worked in education (Banjaree et al 2010)
- **Anti corruption in road sector** – state led audits in Indonesia were more effective than providing information to local citizens about corruption (Nguyen and Lassibille 2008).
- Donor support can change the nature of who participates and to what end, with greater representation of the more educated

Emerging Conclusions

- DFGG provides a welcome rebalancing of approach which citizens and results at the center
- DFGG can help to the degree can fix failures in political incentives, to some extent, if it is well designed, and activation of sanctioning mechanisms in the State
- Interventions need to be well designed and based on keen understanding of the initial conditions
- Demand and supply side interventions should not be seen as either or options, often complementary and re-enforcing
- Aid can and does distort – donors need to be wiser about political, social, cultural contexts in which they work, the incentives of different actors and understand theories of change before the provide distortions.
- Scaling up is a challenge and islands of success common

4. What should development partners be doing more of in the future?

- **Knowledge:**
 - developing tools that combine political economy analysis with theories of change for operational use (Tanzania pilot)
 - Filling evidence gap with robust, but not solely quantitative, large data sets
 - Focus on exchange of knowledge from practitioner to practitioner
 - Use knowledge as a tool to create cultures of debate, based on information.

What should development partners be doing more of in the future?

- Partnership
 - Ensuring that harmonization doesn't limit national accountability
 - Using their credibility and support to promote national alliances of local stakeholders, with DPs in "back seat" role
 - Using governance indicators, such as open budget, more powerfully as a precondition for support

5. The pending agenda in the World Bank

- Internal bottlenecks
- Institutional leadership and coordination
- Avoid over simplification
- Expectation management around Global Fund for Social Accountability
- Culture of results and/or disbursements

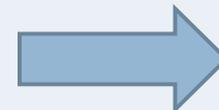
Thank You

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Ethiopia: Improving Accountability for Service Delivery

- **PBS is a Government-led and implemented program**
 - Supports MDGs with decentralized basic service delivery
 - Combine block grants to districts with sub-programs to improve local economic governance
 - Promotes budget transparency and citizen feedback
 - Minister of Finance: “PBS is a governance program”
- **National Financial Transparency and Accountability (FTA) in all districts (more than 800 woredas)**
 - 90% of districts posted budgets (example to right)
 - 3000 local government officials trained to explain budgets and solicit citizen feedback (3 per district)
 - 50,000 local opinion leaders trained to understand budget postings and simple community score cards
- **Encourages CSO’s social accountability innovations**
 - Phase 1: Citizen score cards and other pilots in 86 districts, with \$7.8 million
 - Phase 2 (plan): Support 172 districts with \$20 million



DFGG Instruments

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Transparency

(Disclosure, demystification and dissemination of information to citizens/clients)

- Freedom of/right to information laws
- Budget transparency and open budget initiatives; asset disclosure campaigns
- Disclosure of project documentation (websites, info shop, operational portals, etc.)
- Media, communication, and awareness building campaigns
- Media strengthening laws
- Community radio and programming
- Setting up coalitions for transparency and accountability
- Investigative journalism training; codes of conducts for media, etc.

Accountability

(participatory and independent monitoring and grievance redress mechanisms)

- Anti-corruption legislations; sanctions norms and systems
- Performance based incentives; Competition and service quality awards
- Integrity pacts/ Citizen charters
- Citizen monitoring; Community scorecards; social audits
- 3rd party monitoring/output verification using PETS, Citizen Report Card Surveys...
- Grievance and complaints mechanisms; complaints boxes
- Citizen juries, appeals committees, and alternative dispute resolution bodies
- Independent budget analysis/gender budgeting
- Strengthening ombuds offices

Participation

(Beneficiary/multi-stakeholder involvement in design and implementation of development programs)

- Social mobilization via social media, federation building
- Participatory planning and Budgeting; community driven development approaches
- Referendums/deliberative polling; Opinion polls; Signature campaigns
- Multi-stakeholder consultations
- Community contracting and procurement or franchising of NGOs, CBOs, federations
- Co-mgt bodies (School/Health Management Committees, joint procurement committees, village development committees, etc.)