

**STRENGTHENING WORLD BANK GROUP
ENGAGEMENT ON GOVERNANCE AND ANTICORRUPTION
CONSULTATION FEEDBACK**



BURKINA FASO

(JANUARY 17-25, 2007)

Participants: Participants included representatives of the executive branch (permanent secretaries and directors of various departments in key technical ministries), donors, internal and independent auditors, MPs, civil society representatives, including the media, and the private. The schedule of consultations was the following:

- Government (Directors of Planning, Programme Coordinators)—January 17th
- Supreme Audit Institutions—January 18th
- Civil Society Organizations—January 22nd
- Parliamentarians (all political parties)—January 23rd
- Private Sector—January 25th

A detailed list of the participants is attached. Consultations were held at the Bank's Office in Ouagadougou. The meetings with each group of stakeholders lasted for about 4 to 5 hours.

The team leaders for the GAC consultations in Burkina Faso were: Célestin Bado and Nicole Kekeh, with advisory support from Hélène Grandvoinet. The country manager, Ellen Goldstein, introduced the subject and presented the main highlights of the GAC strategy. Copies of the GAC strategy document (in French) were distributed to participants ahead of the consultations. The team was assisted by members of the country office.

How did the process fit into ongoing country dialogue?

Consultations were linked to the launch of the mid-term review of the Country Assistance Strategy (CAS). The CAS is aligned with the major pillars of the country's Poverty Reduction Strategy (PRS), including the fourth pillar aimed at promoting good governance. Among the PRS priorities in this area are the adoption of the National Anticorruption Policy (and associated action plan), continued strengthening of public financial management systems linked to the budget support framework and implementation of administrative and fiscal decentralization policy.

Several donor representatives expressed concern that the GAC consultations were a stand-alone World Bank event rather than integrated into a broader consultation about donor support for good governance (timing prevented this). Donors will participate in the CAS mid-term review discussions in late February, at which time the conclusions of the GAC consultations will be presented. These conclusions and follow-on discussions will serve as an input for strengthening the Country Assistance Strategy and associated country program.

What were the key issues/themes raised by participants?

- ***Engaging in poor governance situations.*** Unanimous views among participant groups that the Bank should remain engaged even in poor governance situations in order to strengthen governance where possible and alleviate poverty by working through a variety of state and non-state actors. It was felt that “Reducing or suspending Bank programs would mean that the institution failed in achieving its overarching goal of reducing poverty”.
- ***Strengthening national accountability.*** While important to monitor and protect the resources and reputation of the institution, it is of paramount importance for the Bank to engage at the broader, national level. Bank strategy should strengthen national management and monitoring systems, build institutional capacity and help structure incentives (e.g. civil service pay) to prevent corruption. The Bank should harmonize these efforts with other donors, and should use its considerable financial leverage to promote good governance and fight corruption. As one of the few powerful counterweights to corrupt state elements, the Bank should condition its assistance on good governance and publish—in collaboration with other donors—a global governance index.
- ***Broadening engagement with civil society and mediating institutions.*** Participants called for the Bank to support establishment of a multi-stakeholder forum as a space for discussion among the state, civil society organizations (CSOs) and other stakeholders. Greater Bank engagement would help, in particular, to create an enabling environment for “allied coalitions” like civil society, the media, parliamentary and other public oversight bodies. The Bank strategy should be more robust in recognizing the role of these allies, and elaborate on how the Bank could support and empower them to be both agents of change as well as effective watchdogs. Many references were made to the need for more participatory monitoring and evaluation mechanisms, involving civil society, local associations/communities, national oversight bodies, the media, and the parliament.
- ***Strengthening checks and balances in government.*** Participants noted that in the past few years, Burkina has made progress in setting up various tools and institutions to fight corruption. They noted, however, a lack of political will to “give teeth” to the fight against corruption in Burkina. The Bank should support efforts to strengthen checks and balances among the branches of government and to ensure independence of action and sufficient capacity among supreme audit institutions and other oversight bodies. This extends to training and reforming the judiciary, working with parliamentary investigative committees and ensuring the transparency of electoral codes.
- ***Supporting civic education.*** A strong recurring theme was that of civic education – the notion that Burkina Faso needed to reaffirm its traditional values and teach discipline and ethical behavior to the young leaders of tomorrow. The country named for its “people of integrity” perceives that this integrity is under threat. Poverty and global influences were cited as reasons for deteriorating standards. Donors were asked to support a kind of “*sociological audit*” to understand corrupt behavior in its context.
- ***Improving Bank information and procedures.*** Participants called for greater disclosure on the part of the Bank as well as government. Participants asked that the Department of Institutional Integrity (INT) partner with national anticorruption and oversight institutions. INT should also disseminate lessons and share good practice with external stakeholders in designing effective anti-corruption and anti-fraud strategies. A specific proposal was to share the lists of companies or individuals debarred by the Bank with national anticorruption bodies, the Chamber of Commerce, civil society and other donors. With regard to INT *Voluntary Disclosure Program* (VDP), there was

consensus that this information should be in the public domain to build awareness, educate public opinion and deter further acts of corruption. Finally, participants called for simplification of Bank procedures and decentralization of decision-making to Bank offices to prevent long, burdensome procedures from multiplying the opportunities for corruption within Bank operations.

Respondent Type	Consultation Reply
1. Top governance challenges in country	
Public sector administrators	<p>The public administration is ineffective and not transparent; Social peace and stability is under threat; Lack of equity and justice; ‘Bad <i>military governance</i>’ – i.e. the military has placed itself above all other institutions; Lack of enforcement of the existing body of laws and regulations – e.g. Burkina adopted a national policy on communication, which has remained shelved. The tools do exist, they are not made operational; Access to information is lacking.</p>
Legislature	<p>The biggest challenges facing Burkina are; (i) impunity, (ii) lack of autonomy of the oversight institutions, (iii) lack of transparency in the management of public resources, (iv) patronage in the management of public administration, (v) low level of education of the citizens, (v) lack of professionalism in the media.</p>
Representatives from Civil Society, including the media	<p>Public control and oversight institutions lack credibility. They were set up to ‘please the donors’. They are a ‘smokescreen’; Lack of political will to fight corruption, yet the tools exist; Lack of independence from the justice and the judiciary; The public administration is dysfunctional and highly politicized; Impunity is a fact of life; Civil liberties and freedom of the press are under threat; Decentralization; Lack of expertise, technical and management competences to manage rural development projects</p>
Private sector	<p>Steady decrease in purchasing power; Public service salaries have stagnated or decreased, under IFIs-imposed conditions; Corruption is increasingly a matter of course in the lives of Burkinabe (‘how many of us can stand up to the policeman</p>

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	<p>waiting for you to bribe him at traffic lights?’, ‘we have to bribe and pay 300FCFA to get a birth certificate); A new phenomenon of dubious wealth-making (<i>enrichissement illicite</i>) has taken root in the country; The political life is the domain of too few – ‘mega’ parties do not foster good governance; Lack of political will within government to empower existing oversight and control entities; The regulatory framework for public bidding and tender is obsolete, burdensome and create dis-incentives for national private actors –e.g. conditions and threshold create an un-even playing field for local companies. The rules required by both the Bank and government open the door to corrupt practices and build dis-incentives in the system; Complexity of Bank procedures – e.g. non-objection calluses should be simplified;</p>
Governance & Oversight institutions	<p>Set up a more effective ‘civic’ administration; widely disseminate tools for a participatory communication by implementing the <i>Politique Nationale de Communication pour le Développement</i>; promote and uphold social peace and the stability of national institutions ; deepen democratic reforms; promote equity and justice, through a fair distribution of wealth; promote transparency and equity at all levels of the society; promote equity and justice; create the conditions for greater security, at the individual and collective levels; break state capture by a happy few; Foster “citizen’s” participation (<i>“participation citoyenne”</i>) ; Encourage popular participation to the management of public funds, through a “participation citoyenne”; Informal, educate end-users of public services of the roles, rights and responsibilities; Promote the emergence of a democratic state (“un Etat republicain”) that would uphold the rule of law; Train public servants and administrators to understand existing rules, so that they could share transparent information; Rebuild trust in the justice system, which is the last bastion to the collapse of the rule of law; Promote a democratic culture, by responsabilising the various actors involved with politics; Educate the youth to understand and respect the notion of the public good.</p>
2. Promising areas of governance and anticorruption reform and potential obstacles	
Public sector	Political governance, through actions that would :

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administrators	<p>Sensitize/rehabilitate/preserve the spirit of national public interest; Train the citizenry to the public good; Train national leadership to the rules of democracy; Administrative governance, through reforms in the areas of : Strengthening administrative democracy; Results-based management; Social communication anchored around moral values; Capacity building for civil servants in the administration and oversight bodies as well as the public as end users of civil service; Economic governance, focusing on : Increasing domestic revenue; Equity and fair redistribution; Successful economic reforms; Local governance, through Strengthening of local service delivery; Strengthening of capacity to deliver basic social services, in quality and quantity; Strengthening of local citizenry.</p>
Legislature	The main obstacles to GAC reforms are the vested interests of bureaucrats and their political clients.
Representatives from civil society, including the media	<p>Strengthen public management; CSOs should be seen as partners vs. adversaries; Involve CSOs in management of Bank projects; Restore and respect freedom of the press, de-criminalize libel misdemeanors;</p>
Private sector	<p>Improve the structure of civil service pay; create incentives, in particular for “vulnerable” civil servants working in “high-risk” sectors – e.g. customs, public bidding & adjudication etc. Demonstrate the political will to step up the fight against corruption, by enforcing a transparent and public regime of sanctions;</p>
Governance &	Administrative governance: strengthen the organization, functioning and reform of public administration;

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Oversight institutions	<p>Local governance: through decentralization process;</p> <p>Political governance: target the executive, legislative, judiciary branches of government, as well as consultative and mediating institutions, civil society and political organizations.</p> <p>Economic governance: through public finance management, private sector development, ODA and economic partnerships.</p> <p>Key obstacles relate to:</p> <p>Insufficient communication;</p> <p>Insufficient and/or lack of resources;</p> <p>Existing resources – human, material and financial – are poorly used;</p> <p>Weak democratic culture, which is not anchored in society;</p> <p>Lack of “civic education”;</p> <p>“Positive” cultural values are being eroded;</p> <p>State authority is weak ;</p> <p>Impunity;</p> <p>Poverty – as obstacle and root cause of “crimes of opportunity”.</p>
3. How the Bank should engage where governance is weak, and circumstances under which to disengage	
Public sector administrators	<p>When governance is weak, the Bank must undertake capacity building activities through:</p> <p>Improvement of the institutional setting and the operation of central and local governments, including financial management;</p> <p>Design of a GAC policy and action plan;</p> <p>Assist the government in the fight against poverty.</p> <p>As regards disengagement, it should not be envisaged because disengagement means that both the Bank and the client have failed in their efforts to fight poverty. Besides such a decision have negative effects on the poor only.</p> <p>Disengagement cannot be considered as a solution to weak governance. Even if it is not possible or advisable to recommend the assistance to a person/organization/institution who does not want to improve, the Bank should not reduce its operations. However, if the Bank decides to reduce or stop its operations, it should finance and follow upon</p>

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	the implementation of the GAC action plan in order to help the country get out of this situation. The Bank could decide to disengage if there is no progress in the implementation of this program.
Legislature	In case of disengagement of the Bank, the poorest segments of the population will suffer the most. The Bank should not stop its operations but strive to achieve its objectives.
Representatives from civil society, including the media	<p>A top priority is the improvement of governance; then, arrange to have the operations implemented by non-governmental actors;</p> <p>Assist in the establishment of democratic structures;</p> <p>If corruption is manifest, the Bank should stop its interventions, even if the disengagement is progressive.</p>
Private sector	Bank interventions should not be suspended when fraudulent cases are discovered in a country. The Bank must involve direct beneficiaries in its projects. In contrast, a few entrepreneurs felt that the Bank should dis-engage.
Governance & Oversight institutions	<p><i>‘Les gouvernements passent mais les Etats demeurent’</i>. Populations should not suffer because of the behavior of their leaders. The Bank should maintain a core set of activities that benefit the poor; they might be implemented by CSOs. The Bank cannot ‘unplug the IV line from the arm of the patient’, and hope that he/she ‘will recover’.</p> <p>Besides, the Bank should engage in the dialogue on governance issues with the government and the civil society. The Bank must consider the government as a partner.</p> <p>Under the following extreme circumstances, the Bank may consider disengaging:</p> <ul style="list-style-type: none"> • acute political crisis, including coup d’etat; • civil war; • state bankruptcy; • formal request of termination by the client.
4. How to ensure fair and consistent treatment across countries	
Public sector administrators	In order to ensure fair and consistent treatment, the Bank should disclose and disseminate the conditions of disengagement. There should be general and specific conditions. These conditions should be part of the financing

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	agreement.
Legislature	The Bank should determine the rules of the game in advance and inform all clients in advance.
Rep. from civil society (incl. media)	Develop a joint “governance index” common to all external partners, that will be used to put pressure on governments.
Private sector	Open and level the playing field; Promote more competitive rules; Engage with national and sub-regional private firms & entrepreneurs.
Governance & Oversight institutions	Bank rules should be fair, equitable and consistent. Populations should benefit from programs implemented by NGOs and private sector.
5. How to strengthen the Bank’s work with champions of reform outside the executive branch of government – parliament, judiciary, civil society, media and the private sector	
Public sector administrators	Help enforce existing body of rules, texts and regulations.
Legislature	Non-governmental partners, including parliamentary, CSOs and the private sector, are eager to collaborate with the Bank. Even in the absence of financing, there is space for exchanging experiences.
Rep. from civil society (incl. media)	Build civil society capacity to co-manage projects, monitor results and impact outcomes.
Private sector	The Bank has leverage, it should use it by inserting conditionality in contracts, by strengthening “good” – i.e. non-corrupt private sector entrepreneurs; All donors can collectively put pressure on Government; The Bank should help create commercial tribunals and train judges to investigate sensitive corruption dossiers;

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	<p>The Bank can help set up anticorruption committees in economic sub-sectors; Develop peer review systems amongst industries; The Bank should help develop polls on governance and corruption, which will be used to develop “early warning” thresholds, within specific sub-sectors or industries; The Bank should insist on debarring corrupt companies ; Promote the adoption of an ethics code; Reward companies which demonstrate social responsibility and fight corruption; Involve civil society and private sector in project management; Set up effective mechanisms to disseminate information; Make greater use of local newspaper vs. The Web, which is not handily accessible ; Take into account the regional dimension, in particular, with regard to strengthening rules and regulations; Engage and strengthen private sector, build its competitiveness;</p>
Governance & Oversight institutions	The Bank should diversify its partnership with national non-governmental stakeholders, such as oversight institutions and civil society.
6. How to mitigate fiduciary risk in Bank operations?	
Public sector administrators	<p>Speed up approval procedures – e.g. non-objection - and give more decentralized authority to Bank offices; Promote and use existing country systems, including control systems; Help a “new type of CSOs” emerge, which would be better equipped to design manage and implant development projects.</p>
Legislature	In securing the participation of civil society and communities from the design to implementation stages in Bank-funded projects, the Bank can help improve accountability.
Rep. from civil society (incl. media)	<p>Increase practice of channeling direct assistance to local beneficiaries without going through government; Establish rigorous monitoring and tracking of results on the ground; Establish a “directory” of ethical private sector partners.</p>

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Private sector	(Discussions with private entrepreneurs did not touch on this aspect.)
Governance & Oversight institutions	<p>Strengthen mechanisms of monitoring and evaluation;</p> <p>Strengthen the capacity of public oversight bodies by drawing on their expertise vs. calling on outside consultants as well as by providing targeted training;</p> <p>Develop partnerships between the Bank and national oversight bodies;</p> <p>Ensure the involvement of local populations in project management.</p>
7. The Bank's role vis-à-vis other donors in supporting governance reform	
Public sector administrators	Set up and strengthen consultations system with donors and external partners.
Legislature	The World Bank should take the lead for the design of GAC policies and action plans.
Rep. from civil society, (incl. media)	The Bank should lead partners' efforts to coordinate and implement governance actions.
Governance & Oversight institutions	<p>The Bank and other members of the donor community should continue to strengthen their role on promoting governance and fighting corruption;</p> <p>They can help improve performance at project level, by introducing stronger controls and strengthening participation of local communities.</p>
8. How to monitor progress in governance and anticorruption at the country level	
Public sector administrators	<p>There are many tools for the monitoring of governance: the monitoring of poverty, compilation of the oversight institutions reports, surveys, the performance of public services in terms of financial management, justice, and other public goods and services;</p> <p>Disseminate widely the information on the performance of public service administration. Build capacity building for civil servants in the administration and oversight bodies as well as the public as end users of civil service.</p>
Legislature	Indicators on project design indicators can be adopted and adjusted as necessary. They can be helpful in monitoring

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	progress in governance and anticorruption.
Rep. from civil society (incl. media)	Progress can be monitored through; (i) analysis of the oversight institutions reports, (ii) assessment of the social climate. A reduction in poverty is an indicator of an improvement in governance. The monitoring committee put in place can be used as a monitoring instrument.
Private sector	Indicators could be a measure of “client” – i.e. end-users - satisfaction.
Governance & Oversight institutions	<p>Progress can be measured by:</p> <ul style="list-style-type: none"> • Identification and use of indicators; • Analysis of reports prepared by the oversight institutions; • Implementation of national anticorruption action plans; • An annual assessment of the implementation of the national good governance policy and its action plan; • Assessing and monitoring the efficiency of the public services – e.g. a decrease in wrong-doing would be a positive signal; • Surveys on the perceptions of populations.
9. Areas for improvement in GAC strategy and country-level support	
Public sector administrators	These issues were discussed in the context of other sections.
Legislature	<p>At the country level, the Bank could: (i) strengthen the parliament’s capacity for its oversight mission, (ii) strengthen the media by providing training in investigative journalism;</p> <p>The Bank must engage in the dialogue on political governance which is the foundation of all other aspects of governance.</p>
Rep. from civil society, (incl. media)	Develop better and simpler channels for communication with civil society.

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Private sector	Engage and strengthen private sector, build its competitiveness vis-à-vis foreign private sector companies; Promote the adoption of an ethics code; Reward companies which demonstrate social responsibility and fight corruption; Involve civil society and private sector in project management; Set up effective mechanisms to disseminate information; Make greater use of local newspaper vs. the Web which is not handily accessible ; Take into account the regional dimension, in particular, with regard to strengthening rules and regulations;
Governance & Oversight institutions	The Bank should have show more flexibility in its relations with government, by being a more attentive “listener” ; Strengthen budget support; Simplify Bank procedures; Increase Bank financial support to strengthen oversight bodies and Increase resources ;