Participation and The World Bank

Mobilizing Parliamentarians for Development
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Content

- World Bank’s Social Development Strategy
- Participation in the World Bank
- Involving parliamentarians
- Participation in Poverty Reduction Strategies
  - Poverty analysis
  - Monitoring and evaluation
  - Selection of policies
  - Budget process
- Some challenges
Social Development Strategy

- Social Development Strategy was approved by Board of Directors in February 2005
- Explicit recognition by the Bank that empowerment is central to poverty reduction
- The focus of the strategy is to empower people by transforming institutions to make them more
  - Inclusive
  - Cohesive
  - Accountable
Social Development Strategy

- Inclusion: Putting marginalized people at the center of development
- Cohesion: Strengthening communities so that members can work together
- Accountability: Developing ways for people to exercise voice to authorities
Background to Participation in the World Bank

- Participation is the process through which stakeholders influence and share control over priority setting, policy-making, resource allocations and access to public goods and services.

- Learning group on participatory development, 1990
- Sourcebook on participation, 1995
- Projects
  - Social Funds => Community Driven Development
- Shift from project to policy focus
- Policies
  - Poverty Reduction Strategy Papers
  - Development Policy Lending
  - Social Accountability
World Bank is Recognizing the Role of Parliaments

- Increasing recognition of a multi stakeholder participation approach, not only CSO participation
- Participatory approaches now used to strengthen domestic accountability systems
- But role of parliaments/parliamentarians was overlooked for sometime
- Unfortunate given their crucial role in reducing poverty and promoting transparent and accountable decision making in public affairs
  - legitimate representatives of the people
  - as “policymakers” and holding the “power of purse”
  - oversight over the executive
World Bank is Recognizing the Role of Parliaments (continued)

- But parliamentarians have expressed concern about capacity constraints
  - Technical capacity (institutional mechanisms, research, well trained staff, funds)
  - Access to information (transparency, global/comparative knowledge about good practice legislation)
  - Political capacity (own transparency and outreach, going beyond elections, partnering with think tanks, CSOs)
- World Bank is increasingly partnering with parliamentarians
  - Parliamentary Network on the World Bank
  - WBI - capacity building program for parliamentarians and parliamentary and committee staff
  - PRSP context - strengthening domestic accountability systems
## Types of Engagement

<table>
<thead>
<tr>
<th>Types</th>
<th>Local</th>
<th>Country</th>
<th>Regional/Global</th>
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</thead>
<tbody>
<tr>
<td>Facilitating</td>
<td>Projects, programs, Community Driven Development</td>
<td>Projects, programs, PRSP, policy lending</td>
<td>World Commission on Dams</td>
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<td>Consulting</td>
<td>Sector work, Country Assistant Strategies (CAS), Voices of the Poor (Participatory Poverty Assessments)</td>
<td>Sector work, CASs, OED evaluations, WB policies</td>
<td>Sector strategies, HIPC, World Bank policies</td>
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<td>Partnering</td>
<td>Grassroots partnerships as follow-up to Voices of the Poor</td>
<td>Evaluation and monitoring, World Bank Institute and training institutes</td>
<td>River blindness, WWF on forestry, Business Partners for Development, WB/NGO Committee, JFC, CGIAR, Development Gateway</td>
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Social Development Inputs for Poverty Reduction Strategies

- Potential entry points for civil society and parliamentarian inputs for the PRS building blocks:
  - Poverty analysis
  - Monitoring and evaluation
  - Defining pro-poor policies – poverty and social impact analysis
  - Budget process

- The internal logic of the PRSs is to link the priorities identified from the poverty analysis/monitoring and evaluation and the consultation process to targets, policy priorities and budget allocations

- Challenge – to ensure that there is a link to World Bank (and IMF) instruments
PRS Building Block – Redefining Poverty

- Multidimensional nature of poverty
- How:
  - Include the poor and other stakeholders - participatory poverty assessments
  - Integrate data sets
  - Link to policy making process
- Outcome:
  - Understanding of nature and causes of poverty
  - Dialogue and negotiation on poverty at policy level
  - Linking communities and policymakers
- Examples:
  - The Gambia, Vietnam and Mongolia

Promote transparency and accountability and increase acceptance of findings

Key challenge is to establish a sustainable monitoring system that promotes public accountability and ensures that monitored outcomes inform policies and budget allocations

How:
- Goal setting
- Selection of indicators
- Impact on beneficiaries

Outcome:
- Ownership and commitment to policy delivery by government and civil society
- Reaching the poorest

PRS Building Block – Defining Pro-poor Policies

- Key macroeconomic and structural policies linked to poverty and subject for public consultation
- How: poverty and social impact analysis
  - Although complex, methods, tools and data already exist
  - Multidisciplinary approach required
  - Not a research exercise – must be part of the policy dialogue
- Outcome:
  - Information in PSIAs can help stimulate debate around difficult trade-offs and policy options
  - Public engage in new areas previously not in the public domain
- Example:
  - Uganda

Increase accountability in public resource management
How:
- Reveal trade-offs between different fiscal policies. Groups can then bargain over allocation of resources
- Publish budgets. Increase people’s understanding of what they should expect and demand
- Include the poor in budget planning, expenditure tracking and service delivery
Outcome:
- Negotiation on public action choices between groups leads to broader ownership and greater consensus
- Increased accountability for results

Http://www.worldbank.org/participation/
Social Accountability

- Citizen and CSO led initiatives to enhance public sector accountability
- “Demand side” of governance
- Bank is trying to promote participatory approaches to improve governance and service delivery by learning from outside examples
  - Citizen report cards in Bangalore, inspired by the private sector – client satisfaction surveys
- Bank now supporting similar approaches in other countries – Philippines, Ghana, Peru, Honduras
Public Expenditure Management Cycle

- Budget Formulation
- Civic Engagement
- Budget Review and Analysis
- Expenditure Tracking
- Performance Monitoring
# What Civic Groups Can Do – The Budget Cycle

<table>
<thead>
<tr>
<th>What civic groups can do</th>
<th>How</th>
<th>Example</th>
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<tbody>
<tr>
<td><strong>Formulation</strong></td>
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<tr>
<td>Revenue and expenditure estimates are being prepared</td>
<td>PRSs; Participatory Poverty Assessments (PPAs)</td>
<td>Porto Alegre Brazil</td>
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<tr>
<td>Government can present policy and resource options to the public</td>
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<tr>
<td><strong>Review and Analysis</strong></td>
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<tr>
<td>Involves review of the impact and implication of different policy proposals and allocations</td>
<td>Impacts of the budget on the poor</td>
<td>South Africa and India Benin</td>
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<tr>
<td>Assess proposed allocation vis-à-vis governments social commitments and other equity concerns</td>
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<tr>
<td>Demystify the budget process</td>
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<td>Present information on the impacts of the budget on the poor</td>
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<td>Inform/train parliamentarians to pressure the executive for pro-poor changes</td>
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<td>Influence parliamentary debate</td>
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<td><strong>Tracking</strong>&lt;br&gt;After budget is debated and approved by parliament, allocations are disbursed to ministries and tiers below</td>
<td>Concern that disbursed amounts may not reach beneficiaries&lt;br&gt;Track how government spends the money. Require data on budget allocations and consumer perceptions of service delivery&lt;br&gt;Identify bureaucratic channels through which funds flow&lt;br&gt;Highlight bottlenecks and leakages in the flow of resources&lt;br&gt;Cross check with information from independent enquiries, information released from finance ministry and accounts submitted by line agencies</td>
<td>Public Expenditure Tracking Surveys;&lt;br&gt;Participatory Social Auditing: PPAs;&lt;br&gt;Beneficiary Assessments (BA) and Core Welfare Indicator Questionnaires (CWIQ)</td>
</tr>
<tr>
<td><strong>Evaluation</strong>&lt;br&gt;Performance of selected public agencies is assessed</td>
<td>Performance of government agency in relation to funds received. Quality of, access to and satisfaction with services&lt;br&gt;Provide direct feedback on delivery of services</td>
<td>Report cards;&lt;br&gt;PPAs; BA;&lt;br&gt;CWIQ Community score cards</td>
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Why Social Accountability Is Important

Social Accountability

- Good Governance
- Development Effectiveness
- Empowerment
Social Accountability and Parliaments

- Social accountability can complement and make formal political accountability mechanisms more effective by
  - Building coalitions
  - Exchanging information
  - Working on the same issues
- Common interest of civil society and parliamentarians to exact accountability from the executive (but also the corporate sector)
Examples

- **South Africa - IDASA (think tank)**
  - Independent budget analysis (gender budget, children’s budget)
  - Briefing and informing parliamentarians and budget committees
- **India - MKSS (NGO)**
  - Spearheaded the Right to Information movement
  - Worked with parliamentarians to enact this as law
  - Working on the implementation of law through local elected officials
- **Ghana - Institute for Policy Alternatives (think tank)**
  - Joint capacity building activities, e.g. budget literacy, social accountability methods, for parliamentary staff and CSO members
  - Established exchange program and internships
  - Partnering on HIPC monitoring, tracking District Assembly Common Funds
Some Challenges

- Context:
  - Understand the political context and power relations and build on existing democratic process

- What:
  - Still gaps – e.g. macroeconomic policies

- Who:
  - Reaching the poorest and most excluded; raised citizen expectations; depth of citizen involvement may be superficial; may involve a small group of elite or “well behaved” NGOs

- How:
  - Lack of sustainability or institutionalization; mechanisms may not result in service improvements; administrative grid-lock

- Outcome:
  - Consistency and quality; more meaningful
Concluding Issues

- Critical success factors for participation include:
  - Technical skills of citizens. Build capacity to contribute towards policy debates recognizing that much capacity already exists
  - Access to information and the role of the media
  - Political environment
- Process can be costly in terms of time and money
- But:
  - Participation as a means – civic engagement can promote more efficient and effective resource allocation thus saving scare resources and increasing their impact on poverty
  - Participation as an end – citizens have a right to be involved